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ACTION PLAN
III

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STATE OF MARYLAND
EXECUTIVE DEPARTMENT
ANNAPOLIS, MARYLAND 21404

MARVIN MANDEL
GOVERNOR

TO THE CITIZENS OF MARYLAND:

The State of Maryland is fortunate in that its natural heritage is both rich and rewarding. We are proud to have a great variety in wildlife, vegetation, and landscapes which has delighted the many residents and visitors to this State. We also have an abundance of water resources, including the Chesapeake Bay, its tributaries and countless streams and lakes throughout the State. Maryland offers a wide variety of recreational opportunities: from the beaches of Ocean City to the mountains of Western Maryland; from historic Fort Frederick to intensively used recreation areas in urban areas such as Patapsco and Sandy Point State Parks.

In order to assure the citizens of Maryland that adequate and unique open spaces would be acquired and preserved for the public use and that certain recreation sites would be developed and maintained for future generations, the Department of State Planning has developed the Maryland Outdoor Recreation and Open Space Plan in cooperation with the Department of Natural Resources. I am pleased to present to you the third phase of the recreation plan. The first part of this process consisted of the development of a planning program which included the formulation and presentation of conceptual alternatives to the provision of outdoor recreation opportunities and the preservation of open space. This phase also included the development of preliminary goals and policies, which were reviewed by the local jurisdictions and other State agencies. The second phase of the program was the preparation of the "Statewide Outdoor Recreation and Open Space Plan". This document expanded on the goals and policies outlined in the Concept Plan and provided detailed Statewide and regional recommendations for the areas to be preserved as open space and those to be developed for recreation. The Plan also suggested a schedule for the acquisition and development by the State of open space areas and recreation sites plus generalized guidelines to assist in implementing the Statewide Plan. The third and final phase of the outdoor recreation plan deals with the implementation of the plan and programs recommended in Phase II.

The State of Maryland has recognized the need to preserve, acquire, and develop open space in order to provide open spaces and recreation facilities within the reach of all its citizens. The State currently owns approximately 248,678 acres of valuable open space and outdoor recreation acreage within Maryland, over 20,000 of which have been acquired since the inception of Program Open Space. In addition, through the State Program Open Space and the Annual Capital Improvements Program, Maryland has provided up to $159 million dollars for the acquisition and development of local, regional and State open space and recreation areas since 1969. Also, as a result of the State's continuing eligibility in Federal grant-in-aid programs the State has gained an additional $40 million dollars from various federal programs since 1966.

The Outdoor Recreation and Open Space Plan has and will continue to provide a basic framework for the State to continue its program of assuring that vital recreation and open space areas will be added to the public domain. This program will in turn contribute to the improvement of the quality of life for all citizens of the State.

Sincerely,

Marvin Mandel

Maryland Outdoor Recreation and Open Space Plan

August, 1974

Department of State Planning Publication No. 204

The State of Maryland

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Legal Authority for Plan Preparation

The Action Plan, Phase III of the Maryland Outdoor Recreation and Open Space Plan, was prepared under the authority granted to the Maryland Department of State Planning, by Article 88C of the Annotated Code of Maryland which empowers the Department of State Planning to ". . . prepare, recommend and keep up-to-date a balanced, integrated program for the development and effective employment of the natural and other resources of the State, in order to promote the health, safety and general welfare of its citizens."

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INTRODUCTION

This document represents the final portion of a three-phase planning program. Phase I, the Concept Plan, prepared in 1970, began the work by designating areas that offered potential for open space and outdoor recreation; providing state-wide policies and an open space and outdoor recreation framework that government, private enterprise and others could use to help determine where open space and recreation facilities should be located; and providing local governments and others with a basis for review and comment prior to Phase II.

In 1972, the second phase, Comprehensive Outdoor Recreation and Open Space Plan, elaborated on the concepts in the first phase by providing a thorough understanding of open space and outdoor recreation needs throughout the State and in each region; providing up-to-date information from census data, a state-wide outdoor recreation inventory, and special studies for an extensive evaluation of problems and solutions; providing detailed state-wide and regional recommendations for areas to be preserved as open space and areas to be developed for recreation; providing a schedule for State land acquisition and development; and providing generalized State and regional, legal, fiscal and administrative guidelines to help implement the policies and recommendations of the Comprehensive Outdoor Recreation and Open Space Plan.

This Action Plan, Phase III, discusses the specific steps necessary to create a park system and natural areas network consistent with Maryland's goals, and establishes the procedures necessary to maintain such a system. The Action Plan provides an implementation program, including detailed State and regional acquisition and development schedules; proposes work program outlines for special studies; reviews current policies and criteria, including standards and responsibilities; clarifies the relationship of outdoor recreation and open space planning to other state-wide planning activities; recommends procedures for the annual audit of recreational activity at all levels of government; and summarizes the State Outdoor Recreation and Open Space Plan and process.

POLICY FOR AN ACTION PLAN

The implementation strategy set forth in this Action Plan is designed to realize the policies and objectives contained in the Comprehensive Outdoor Recreation and Open Space Plan. The Action Plan will lead to an on-the-ground park system and natural areas network, including forests, wildlife, and fish management areas that represent the goals of the State of Maryland as stipulated in the Comprehensive Plan. It also establishes governmental and planning procedures to maintain a park system which will continue to reflect those goals.

The policies defined in the Comprehensive Plan fall into two general categories, recreation and conservation policies and implementation policies. The first group relates to the "what" and "where" of recreation planning. The second group describes the "who," "how" and "when". The broad range of policies suggests an Action Plan that is equally broad in scope. Such a plan has been developed. It includes the traditional acquisition and development schedule and a summary of the proposed park acquisition and development in each planning region. Beyond this, it also includes a continuing planning process which incorporates a recreation information system, special studies, and continued research. It includes proposals for inter-activity and inter-governmental relations which will promote coordinated planning and cooperative action. And it includes a wide ranging legislative program. Everything the Plan includes is derived from the following policies.

RECREATION AND CONSERVATION POLICY

The following recreation and conservation policies have been developed during the course of the planning process. Each policy can be realized through the pursuit of the accompanying achievement statements.

PLAN AND LOCATE OPEN SPACE AND OUTDOOR RECREATION AREAS ACCORDING TO PEOPLE'S NEEDS

- Give high priority to the location of recreation areas within the Baltimore-Washington, D.C. corridor and other heavily developed urban areas.
- Seek citizen involvement to help determine recreation needs in the areas which facilities would serve.
- Provide convenient facilities to meet the day-use needs of urban residents.
- Provide a wide variety of state and local recreation facilities and programs tailored to the demand of each facility's service area.
- Support the establishment of a Potomac National River for the preservation of scenic and historic values and as a national area for outdoor recreation.
- Continue strong cooperation and coordination between the state and the jurisdictions in planning future state facilities.

PROVIDE THE MAXIMUM POSSIBLE NUMBER OF OUTDOOR RECREATION OPPORTUNITIES

- Encourage low intensity recreation uses on open tracts such as flood plains, wooded areas, steep slopes, and other significant natural features, provided proper safeguards are established to protect local environment.
- Encourage the use of utility easements as outdoor recreation and open space areas.
- Encourage the use of scenic easements of land as a visual part of open space and outdoor recreation.
- Explore the recreation potential and utilization of water bodies, agricultural research centers, and wildlife management areas.
- Provide access for inner-city families to state parks, major historic and cultural sites, significant natural areas and water-oriented public areas.
- Encourage the multi-purpose use of recreation and conservation lands, provided an ecological balance can be maintained.
- Encourage the construction of lakes, except on scenic rivers, where economically and environmentally sound, within or near the metropolitan centers; and acquire available surrounding land for picnicking, camping and other outdoor recreation opportunities.
- Develop information programs to further the appreciation and understanding of Maryland's natural, cultural and historic resources.
- Enforce water and air pollution control measures to preserve a healthful environment and to expand the recreation potential of the state.
- Provide recreation facilities for the handicapped of all ages.

- Encourage joint governmental ventures to provide facilities in major recreation areas.
- Publicly acquire or control land with conservation or recreation value before encroaching development and rising land values preclude this possibility.
- Provide public access to estuaries, the Chesapeake Bay, and every major river in Maryland.
- Analyze surplus state and federal properties to determine whether they can be used for recreation.
- Provide corridors for limited recreation uses such as bicycling, hiking, and others which relate to streams, shorelines and unique resource and historic areas.
- Where feasible, analyze and prepare site plans for opening reservoir sites to multi-purpose recreational use.
- Emphasize county and local development of community parks and school/park complexes to maximize local recreational opportunities.
- Promote tourism connected with recreation, scenic, historic and natural areas.
- Develop a system of interpretive centers at strategic locations to serve tourism, recreation and outdoor education purposes.
- Emphasize the location of recreation areas at water resource sites and areas of historic, geologic and ecologic interest.

PRESERVE THE NATURAL CHARACTERISTICS OF LAND AND WATER

- Control land use adjacent to parks and major scenic or historic sites to prevent encroachments and to preserve the surrounding aesthetics.
- Protect free flowing streams and rivers, and carefully evaluate proposed impoundments.
- Encourage the preservation of submerged lands for wildlife and fish habitats.
- Control shoreline development along the bay and the ocean through state and local legislation.
- Develop and implement a state-wide river and stream preservation program.

- Encourage the recreational use of the Chesapeake Bay by acquiring public access points, particularly at the confluence of stream valleys and the bay.

- Preserve outstanding natural and scenic areas, and irreplaceable historic sites and structures, and incorporate them into an open space system.

- Utilize excessive slopes, flood plains, poorly drained lands and other unique natural resources as major sources of open space.

- Continue to emphasize nature interpretation and nature-oriented facilities.

- Emphasize the acquisition of development rights where feasible in rural areas, along stream valleys, bay and river or ocean shorelines, and discourage development incompatible with the recreation opportunities associated with these resources.

- Continue implementing legislation and protection programs for the Chesapeake Bay and inland wetlands with emphasis on appropriate land development regulations, conservation zoning, land donations and purchase of development rights in lieu of outright acquisition.

- Regulate and preserve all islands in the bay and all rivers wherever feasible for conservation and limited recreation use.

EMPHASIZE THE PRESERVATION OF RARE PLANT AND ANIMAL FORMS AND EXTRAORDINARY HABITATS

- Create more wildlife sanctuaries and management areas in places that provide areas of unusual flora and fauna.

- Enact and enforce strong legislation to protect fish and wildlife.

- Enforce strict soil conservation measures in areas being developed.

USE A VARIETY OF METHODS TO PRESERVE AND ACQUIRE OPEN SPACE LANDS

- Encourage stewardship through the development of state and local policies and guidelines on tax abatements, tax credits, and special assessments for privately held open space.

- Promote well-planned new towns and planned unit developments by emphasizing, through government support, the amenities which these new forms of development provide.

- Utilize scenic or conservation easements, purchase and leaseback agreements and subdivision regulations.

- Endorse full funding of the Federal government's Land and Water Conservation Fund.

- Preserve the best agricultural lands and geologic resource areas for continued production, or preservation as rural landscape.

- Encourage the use of both public and private lands for outdoor recreation, including the purchase of public recreation rights and scenic easements to expand open space beyond publicly owned land, and the provision by land owners of recreational opportunities for the public under multiple-use income-producing arrangements.

- Streamline fee simple and non-fee simple acquisitions to provide speedier acquisition which will hasten implementation of open space and recreation programs.

PROVIDE SCENIC ROADS AND TRAILS THAT ARE EFFICIENT AND ATTRACTIVE

- Establish an interconnecting system of walking, hiking and bicycling trails along the ocean beach, bays, estuaries, rivers and streams, linking activity centers.

- Use scenic roads and trails to link parklands, conservation areas, scenic landscapes and historic and cultural sites.

- Maryland governments, especially the State, should take an active role in funding and implementing the Potomac Heritage Trail.

IMPLEMENTATION

Government, quasi-public groups and private enterprise provide recreation opportunities for Maryland's citizens and visitors. Federal and state agencies provide major, large-scale recreation developments, while county and municipal governments are best able to satisfy local recreation demands. Private enterprise often meets specialized needs for activities such as skiing, golfing, horseback riding, and camping.

Because programs at one level of government continuously affect programs and responsibilities at other levels, emphasis should be placed upon definitive assignments and acceptance of responsibilities to carry them out. All government agencies have responsibilities to:

- Strive for the highest public benefits per dollar spent in the provision of outdoor recreation areas and in the preservation of open space.

- Provide recreation facilities and ensure that the public has opportunities to enjoy a broad variety of recreational activities.

- Make the determination of priorities one of the most important ingredients in planning and programming to meet short-range and long-range needs.

- Realize the importance of open space preservation and environmental protection in the acquisition, development and management of public lands.

FEDERAL RESPONSIBILITIES

- Create national open space and outdoor recreation goals which can provide guidelines for state-wide planning.

- Continue technical and financial assistance programs to state, county and local governments.

- Continue federal programs which encourage and assist private enterprise in the field of recreation development.

- Sponsor special research projects that will assist the State and its municipalities in open space and outdoor recreation planning, programming and implementation.

- Review all Federal land holdings to determine the surplus and possibilities of their incorporation into state and local open space plans.

- Establish a national clearinghouse on open space and outdoor recreation research.

- Protect and provide open space and recreation areas of national significance.

- Emphasize the preservation of significant natural features, subject to development pressures such as those along the Chesapeake Bay, in wetlands, scenic mountains, and stream valleys.

- Coordinate Soil and Water Conservation Programs with state-wide planning efforts.

- Continue to emphasize all aspects of highway beautification, including the funding of a scenic highways program and the location of new highways with sensitivity to the natural environment.

- Develop and maintain recreation facilities on land owned by federal agencies, where feasible.

- Continue to cooperate and participate financially with all levels of government in planning for urban recreation centers in urbanized areas.

STATE RESPONSIBILITIES

- Cooperate with adjacent states in open space and outdoor recreation planning and development.

- Provide research and planning assistance to all federal, state, regional and local governmental agencies. Promote recreation extension programs and research activities at state colleges, universities and municipalities.

- Continue to encourage comprehensive planning and open space and outdoor recreation planning.

- Maintain the State Comprehensive Outdoor Recreation and Open Space Plan and annually update the five-year acquisition and development schedules.

- Explore new legislative approaches to recreation and conservation and adopt legislation enabling the state and its local governments to apply modern techniques for land acquisition, development, and open space preservation.

- Use the regional offices of the Department of State Planning to educate local governments in the application of new techniques.

- Encourage city-county, county-state, state-municipal and other joint agreements to acquire land and/or develop recreation facilities.

- Expand efforts to inform recreational planning and development agencies, private developers, conservation groups, and the general public of all available assistance programs.

- Plan and design highways in association with local governments and in accordance with the National Environmental Protection Agency, paying particular attention to the protection of parks, public recreation areas and outstanding scenic and natural areas against encroachment.

- Cooperate with county and local government to establish effective air quality enhancement programs and noise abatement programs.

- Acquire and manage open space areas that are of state-wide significance, such as forests, scenic rivers, scenic highways, state parks, fish and wildlife management areas, and natural environment areas.

- Acquire and/or preserve through a combination of legal methods, significant natural areas and land along stream valleys and other waterways, and assist local government in the initiation of similar programs.

- Establish a system in which all levels of government and private enterprise periodically submit inventories of recreation sites and natural areas, with an estimate of future recreation and conservation requirements and their costs.
- Provide large-scale facilities designed to supply multi-use recreational areas with resource-oriented outdoor recreation activities.
- Continue land acquisition and development programs, with an emphasis on providing for open space and outdoor recreation needs in urban and metropolitan areas.
- Assess facilities available within each state region and recommend means to overcome recreation and open space deficiencies.
- Protect and enhance the scenic and recreational values of existing and proposed roads.
- Protect and enhance historic sites and relate them to a scenic and historic road program.

COUNTY AND MUNICIPAL RESPONSIBILITIES

- Develop and adopt a Comprehensive Plan to provide coordinated, long-range policy guidelines for land development, recreation and open space preservation.
- Work jointly to prepare a local Open Space and Outdoor Recreation Plan which is mutually acceptable, and which is compatible with the State and regional goals in the Maryland Comprehensive Open Space and Outdoor Recreation Plan.
- Develop and submit to the Department of State Planning a five-year acquisition and development schedule, to be updated annually, for all open space and outdoor recreation projects.
- Maintain a close working relationship with all levels of government and keep apprised of new technical assistance and grant programs.
- Establish recreation departments with high caliber professional staff, on either a local or cooperative regional basis.
- Consider recreation and open space preservation as an increasingly important need in local areas.
- Consider the importance of open space and recreation when planning for other local facilities.

- Adopt cluster subdivision, planned unit development and new town zoning provisions which have mandatory land dedication for open space and recreation development.

- Protect unique natural areas and potential recreation sites designated in the Comprehensive Open Space and Outdoor Recreation Plan, through direct acquisition, or utilize a variety of non-acquisition techniques to assure open space preservation and future recreation development.

- Use conservation zoning as a means of protecting marshland, flood plains, rugged terrain, areas of poor drainage, and areas of historic or high recreational value.

- Provide intensively developed outdoor recreation areas that are easily accessible to the local population.

- Provide outdoor and indoor recreation areas oriented primarily to resident needs rather than to the needs of tourists.

- Protect and enhance historic sites to create scenic and educational interest locally.

- Work jointly to develop and maintain outdoor recreation areas with facilities and programs extending beyond the capabilities of small incorporated municipalities.

- Utilize urban renewal, cluster development and zoning controls to set aside areas for parks, plazas and malls.

PRIVATE INVESTMENT OPPORTUNITIES IN OUTDOOR RECREATION

The past decade has seen the rapid development of a recreation industry capitalizing on the growing amount of leisure time and rising incomes of American families. This industry manufactures a broad variety of recreation equipment: boats, skis, camping gear, snowmobiles, mini-bikes, and innumerable items of athletic equipment. Promotion and sales of this equipment, combined with increased population and more leisure time, have pushed demand for outdoor recreation facilities to accommodate these activities far beyond the acquisition and development capabilities of public recreation departments. There is tremendous opportunity for private industry, which manufactures and sells recreation equipment, to benefit from the provision of places to use that equipment.

Government and private businessmen can work together to conserve and develop natural resources and to provide facilities and services for public enjoyment. The private sector could provide a variety of specialized recreation facilities and supportive services that complement public recreation facilities and operate within parks on a concession basis. Other opportunities for the private sector are multi-purpose recreation complexes for snowmobiles, horseback riding, camping, skiing, or boating. A business that wishes to investigate the potential of outdoor recreation investments should review the Maryland Comprehensive Outdoor Recreation and Open Space Plan to obtain relevant planning information such as demand estimates and projections, and possible locations for recreation activity centers.

Within the government, there are several policies which should be adopted at all jurisdictional levels.

- Educate private enterprise to provide a high quality of services in or near state public recreation facilities.

- Provide information and planning tools to assist private enterprise in developing and managing facilities to meet recreation needs.

- Establish standards for the design of recreation areas which will insure that they are safe and healthy places which do not abuse the natural environment and which provide a high quality recreational experience.

- Develop guidelines for the attractive and economical location and design of facilities in or near areas of scenic and historic distinction.

- Lease and develop some state parklands, through private enterprise, county and municipal agencies, for needed outdoor recreation facilities and programs.

- Encourage the private sector to develop revenue-producing recreation facilities complementary to the tourism attractions of the state and each region.

STANDARDS, OBJECTIVES, RESPONSIBILITIES & PRIORITIES

This chapter of the Action Plan describes how planning policies have been translated into quantitative terms that can serve as guidelines to acquisition and development programming. The quantitative framework provides an understandable and immediate connection between policy statements and park acquisition and development. It indicates how much land should be bought, who should buy what amounts, what facilities should be built, and which of many alternative projects should be done first.

STANDARDS AND OBJECTIVES

"Plan and locate open space and outdoor recreation areas according to people's needs." This is a major policy of the Action Plan, and it raises the question of what, exactly, are people's needs. Before the general policy statement could have real impact on acquisition and development programming, the planning analysis determined the actual character and dimension of people's recreation and open space requirements.

The question of requirements has two parts: How much park acreage is needed? What kinds of facilities should be developed in the parks? The Concept Plan addressed the issue of park acreage. It estimated public park needs by applying standard acreage-per-population ratios to current and projected population. This method established acreage goals for 1990 in four categories of parks: parks serving the neighborhood, parks serving the community, parks serving the county or region, and parks serving users from across the entire State. No acreage objectives were set for areas of open space conservation or historic site preservation. These types of open space should be acquired and protected on the basis of the ecological, aesthetic, or historic significance of particular sites, rather than on the basis of recreation requirements.

When these standards are applied to the estimated population for each region and the state, the acreage objective for each type of park is derived. The accompanying table applies these standards to 1990 estimated population to provide the 1990 park acreage objectives.

The second factor in determining recreation requirements is that of facilities. The type and amount of facilities to be developed in the parks were determined through a demand analysis of Maryland's recreation preference. The demand analysis was completed as part of the Comprehensive Plan (Phase II). This method established recreational development goals by applying design capacity standards for recreation facilities to current and projected user demand for twenty activities popular in Maryland (Phase II, page 40). The standards and objectives for facility development are shown in the accompanying tables.

The Comprehensive Plan proposed three distinct but related types of open space areas to achieve the goals expressed in the 1990 Park Acreage Objectives and the 1990 Facility Development Objectives. The three types of recreation and open space areas designated on the Comprehensive Plan Map are described below.

Activity Centers: The most intensively developed recreation areas, ranging from a large complex offering multi-purpose recreational opportunities to small pockets of intensive, active recreation, these areas may also include areas of specialized recreation. The activity centers are not necessarily resource-based although many may be located in or surrounded by natural areas of a limited use or conservation character. Activity centers would be developed harmoniously with the surrounding environment, and located near urban centers.

Limited Use Areas: Areas developed at moderate intensity for such recreational activities as swimming, boating, tent camping, open field sports and special purpose areas such as trails, historic landmarks and interpretive activities. These areas will usually be resource-based and may be broad, expansive areas for a single or limited type of use. These areas may also be intermittent and relatively small activity areas in an extended linear pattern or small concentrated areas with limited activities. Limited use areas tend to be relatively narrow strips of open land following streams, rivers and other water bodies and ridges, oriented to nearby activity centers or places of unique natural-historic interest.

Conservation Areas: Areas devoted to limited and scattered low intensity activities such as hiking, hunting, fishing, wilderness camping and nature study, where the environment is undisturbed. Man-made recreation facilities are prohibited. The conservation areas are relatively broad, tending to parallel streams, rivers and ridges, and serving primarily to complement recreation areas. They include wetlands, steep slopes, flood plains, dense woodland and other areas of conservation significance.

PARK ACREAGE STANDARDS

Type of Park	Acres Per 1,000 Population in the Planning Area
Parks Serving the Neighborhood Neighborhood Park	5.00
Parks Serving the Community Community Park City-Wide Park Urban Open Space	10.00
Parks Serving the County or Region Metro-Regional Park General Outdoor Recreation Area	20.00
Parks Without Acreage Standards Outstanding Natural Areas Wilderness Primitive Areas Historic Cultural Areas	
Parks Serving the Entire State Natural Environment Recreation Area	45.00

NOTE These acreage standards were established in the Concept Plan (Phase I) as Interim Standards. The park categories have been reorganized, however, to be compatible with the categories used in the open space inventory compiled in the Comprehensive Plan (Phase II)

FACILITY CAPACITY STANDARDS

Driving for Pleasure and Sightseeing	360 persons/mile/day
Bicycling	100 persons/mile/day
Attending Outdoor Sports Events	1 person /seat/ day
Attending Outdoor Cultural Events	1 person /seat/day
Walking for Pleasure (urban areas)	400 persons/mile/day
Walking for Pleasure (rural areas)	200 persons/mile/day
Playing Outdoor Sports	50 persons/acre/day
Golf (nine-hole course)	300 persons/day
Golf (eighteen-hole course)	350 persons/day
Tennis	16 persons/court/day
Swimming (pool)	2,178 persons/acre/day
Swimming (beach)	290 persons/acre/day
Nature Walks	150 persons/mile/day
Picnicking (urban areas)	120 persons/acre/day
Picnicking (rural areas)	60 persons/acre/day
Camping	31.5 persons/acre/day
Hiking (urban areas)	8 persons/mile/day
Hiking (rural areas)	2 persons/mile/day
Horseback Riding	35 persons/mile/day
Boating	1.4 persons/acre/day
Water Skiing	0.65 persons/acre/day
Fishing	120 persons/acre/year
Ice Skating	250 persons/acre/day
Sledding and Tobogganing	166 persons/acre/day
Snow Skiing	30 persons/acre/day
Snowmobiling	30 persons/mile/day
Hunting	0.15 persons/acre/day

SOURCES. American Society of Planning Officials
Baltimore Regional Planning Council
National Recreation and Parks Association

1990 PARK ACREAGE OBJECTIVES

Region (1990 Population)[1]		Acreage by Type of Park: Neighborhood 5 Acres Per 1,000	Community (10 Acres Per 1,000)	County/Regional (20 Acres Per 1,000)	State-Wide Park (45 Acres Per 1,000)	State-Wide Open Space (No Standard)
Baltimore	(2,841,000)	14,203	28,406	56,812	–	–
Suburban Washington	(1,637,000)	8,183	16,366	32,732	–	–
Western Maryland and Frederick	(388,000)	1,938	3,876	7,752	–	–
Southern Maryland	(169,000)	846	1,693	3,386	–	–
Eastern Shore	(340,000)	1,702	3,405	6,810	–	–
State of Maryland	(5,374,000)	–	–	–	241,850	304,228
Total		26,871	53,746	107,492	241,850	304,228
1972-1973 Inventory		3,245[3]	11,480[3]	38,222[3]	57,431	193,671
Projected Deficiency[4]		23,627	42,266	69,270	184,419	110,557

[1] 1990 population from page 55, Concept Plan (Phase I)

[2] State-wide open space data is not derived from the park acreage standards in the previous table, since these standards do not apply to forests, natural environment areas, wildlife management areas, and fish management areas. The 1990 objective figure is the ultimate acreage of the total open space program submitted by the Department of Natural Resources to the Maryland General Assembly on July 1, 1972. The inventory data comes from the same source. It should be noted, however, that portions of the open space acreage are used for park purposes. A study is recommended to identify the open space acreage that can be used for park purposes to reduce the deficiency.

[3] The inventory acreage is for 1970 - 1971 from Table 3, Comprehensive Plan (Phase II).

[4] 1990 objective minus the 1972 - 1973 inventory, and does not reflect any acquisition program. Any municipal, county or state acquisition of park and open space acreage will reduce the deficiency.

1990 FACILITY DEVELOPMENT OBJECTIVES

Activity Centers	Western Maryland and Frederick	Baltimore	Suburban Washington	Southern Maryland	Eastern Shore
Pool Swimming (acres)	21	188	149	8	18
Playing Outdoor Sports (acres)	1,460	14,619	11,219	571	1,278
Neighborhood Recreation (acres)	1,938	14,203	8,183	847	1,703
Picnicking (tables)	13,030	30,280	33,080	12,480	22,950
Boating (docks)	1,529	47,433	28,464	14,877	30,796
Snow Skiing (acres)	1,808	283	532	0	3
Ice Skating (acres)	94	156	136	32	86
Sledding (acres)	102	1,361	974	38	73
Outdoor Culture Events (seats)	5,022	71,291	41,729	1,584	4,395
Outdoor Sports Events (seats)	7,175	224,782	76,522	8,729	12,526
Pleasure Driving (miles)	209	834	1,116	366	695
Sightseeing (miles)	229	540	365	211	673
Bicycling (miles)	37	266	191	15	31
Pleasure Walking (miles)	538	2,353	1,771	290	476
Limited Use Areas					
Beach Swimming (acres)	26	747	495	614	1,719
Camping (sites)	20,349	3,108	4,823	4,228	9,079
Horseback Riding (miles)	604	1,197	1,298	546	663
Water Skiing (acres)	8,240	73,667	27,820	60,425	96,107
Conservation Areas					
Hiking (miles)	8,535	2,287	2,234	5,605	11,240
Nature Walks (miles)	92	824	616	39	88
Hunting (acres)	469,195	68,546	24,160	178,545	201,265
Fishing (acres)	617	419	613	387	943

SOURCE. Development Objectives were established in the Comprehensive Plan (Phase II), with the exception of Neighborhood Recreation, which has been added here to compensate for the fact that children under twelve were not included in the demand analysis. The methodology by which these objectives were determined is illustrated and explained in Phase II

A careful distinction must be maintained between development goals and park acreage goals. Development goals might be said to refer to the "effective" acreage of Maryland's parks, whereas park acreage goals refer to "actual" acreage. Two examples will illustrate this distinction. In a 200-acre park which includes a 100-acre lake, there might be accommodations for 100 acres of swimming, 100 acres of ice skating, 100 acres of picnicking, 100 acres of sledding, one mile of horseback riding, and one mile of snowmobiling. The "actual" acreage of the park is 200, but the "effective" acreage of the park is 400. The difference is due to the seasonal separation of the recreation activities which can occur in the park.

On the other hand, if a region needs a ski area and a boating area, and a 500-acre park in the region is located on flat terrain with no access to water, the "effective" acreage of the park for those two activities is zero. This is due to the special topographic requirements of the particular activities. If there are popular activities for which there is inadequate "effective" acreage, then additional parkland will have to be purchased, even though "actual" acreage may already be in excess of the park acreage objectives.

The distinction between effective and actual acreage emphasizes the fact that the acreage and development objectives are guidelines. Much of the realization of outdoor recreation goals will depend on the judgment and sensitivity of Maryland's recreation planners in their site selection and design.

Another point of difference between development goals and park acreage goals is that development goals are based on total recreation demand while park acreage goals are based only on the need for public parks. This means that a lot of the acreage needed for demand activities should be outside the public park system. For instance, many swimming pools and boat docks will be maintained by private clubs or individuals. The majority of hunting acreage will be private land. Camping and snow skiing will be, in large part, commercial enterprises. Other activities will be the public responsibility requiring special facilities such as a stadium or a scenic highway. Finally, the demand analysis shows very large acreage requirements for an activity like water-skiing, but this does not mean the State or local jurisdiction need acquire this acreage. The State is already the owner of Maryland's rivers and the Chespeake Bay. The acreage for water-based recreation exists; now, increased public access points are required.

JURISDICTIONAL RESPONSIBILITIES

Jurisdictional responsibility guidelines are different from the Park Acreage Standards. The acreage standards are for the purpose of establishing acquisition objectives. The responsibility guidelines are intended to indicate the role of each level of government in achieving those objectives.

Throughout the State of Maryland there is dramatic variation among jurisdictions in the character of their development. There are wide differences also in the financial and physical resources which jurisdictions have available, and in the actual amount of land which they need for recreation in their communities.

In metropolitan areas, demand is very high and development pressure threatens the remaining open areas. Such jurisdictions ought to have an aggressive acquisition program to meet needs and prevent the loss of good park sites to other development. Fortunately, these are communities where the tax base is most likely to be able to support such an effort.

Rural areas do not have the range or intensity of recreation demand found in urbanized counties. There is less need in these rural counties for extensive recreation areas, since the countryside is easily accessible and there is only limited development pressure. Budgets in the outlying jurisdictions are also more restrictive.

It is impractical, therefore, to delineate specific acreage responsibilities that would be applicable throughout the State. Maryland's population structure differs too much from one county to the next to make a uniform rule. Each jurisdiction must choose what is a realistic responsibility for it to bear, given its particular situation. In doing so, reference should be made to the guidelines included here.

JURISDICTIONAL RESPONSIBILITY FOR ACHIEVING ACREAGE OBJECTIVES

Municipal governments: 5-15 acres per 1,000 population in the jurisdiction. Municipal governments should be responsible at least for Neighborhood Parks (5 acres per 1,000) and possibly for Community Parks (10 acres per 1,000), within their geographic boundaries.

County governments: 15-35 acres per 1,000 population in the county. County governments are responsible for Neighborhood and Community Parks (5 and 10 acres per 1,000 respectively) in unincorporated areas, and for Regional Parks (20 acres per 1,000). However, the regional park responsibility could be shared with the state.

State: 45-55 acres per 1,000 population in the entire state. The state government is responsible for at least the standard acreage (45 acres per 1,000 population in the state) and possibly more (up to 55 acres per 1,000 if standards are increased). Further, because some state parks also serve a regional function and some counties may not be capable of meeting this program element, the state may be responsible jointly with the counties to provide acrea for regional parks. In this case, the state share may be perhaps at a standard of 5-15 acres per 1,000 (as a part of the counties 20 acres per 1,000 responsibility).

In order to accommodate regional differences and maintain the flexibility of the State involvement, guidelines for jurisdictional responsibilities to achieve recreation objectives have been put into ranges. The municipal range indicates that, as a minimum, a city should be responsible for providing neighborhood recreation. Then, depending on its size and resources, it might also be responsible for providing some or all of the community recreation facilities. If a city is a county focal point, certain community facilities which serve an area beyond the town might be supplied or assisted financially by the county.

If a county includes no municipalities, it might provide all three levels of recreation, neighborhood, community and county-wide. Where finances are restrictive, or extensive recreation areas are not a vital need, the county might only provide neighborhood and community facilities. On the other hand, where one or more municipalities are included within the county, the latter's responsibility might be limited to county-wide recreation, and neighborhood parks for unincorporated population centers.

The range shown for the State's involvement represents the goal of a well-distributed recreation system which provides facilities for each region and which also recognizes regional differences. However, the State responsibility cannot be expressed entirely in regional terms because certain recreation activities require specific topographical conditions. Parks oriented to those activities cannot be evenly distributed across the State.

The scope of each jurisdiction's responsibility for protecting conservation areas, for which there are no definite acreage objectives, will vary with the physical characteristics and the financial and legal resources of the jurisdiction. In general, the implementation of the conservation program should concentrate county and municipal resources on the protection of stream valleys, tributaries, and smaller natural areas. The larger rivers and extensive natural areas will be a State or Federal responsibility, depending on the magnitude and significance of the particular site.

PRIORITIES

Priority systems have been developed for State and local open space projects. These priority systems are used to compare projects which contribute to the realization of the plan's objectives, but which can not be implemented at the same time. To make the comparison, certain key policies of the Comprehensive Plan were translated into quantitative terms and used as the priority evaluation factors.

One such policy reflected in the priority system is the location of open space and outdoor recreation areas according to people's needs. The State system scores sites on the basis of the population within one hour driving time—the more people the higher the park's score. The local system uses the percent of population change and the density of election districts. The policy of locating State parks and open spaces to meet people's needs is further represented in the State priority system by scoring proposals on the basis of how much additional natural resource acreage is needed to achieve acreage objectives in the county where the site is located. By translating policies into such quantitative terms, an objective evaluation can be made as to which sites best fulfill the plan's policy statement.

Another major policy of the plan is to provide the maximum possible number of outdoor recreation opportunities for all of Maryland's citizens. The variety of activities which a site might provide is closely tied to the natural characteristics of the site. Therefore, the State priority system gives each project a natural resources score based on the quality and variety of its natural features. In addition, the State development projects are scored on the variety of the proposed development and on the income level of communities within the service area of the park. These factors give high scores to proposals which create wide activity opportunities and to those which provide facilities close to low- and moderate-income families, who must rely on nearby public parks for their recreation opportunities. Finally, in the local project priority system, projects are ranked in relation to the amount of demand for the proposed activity. High scores go to proposals for which there is high demand. This encourages the provision of enough facilities at the local level to provide opportunities for all the people who wish to participate in that activity.

A third key policy of the Comprehensive Plan is to preserve the natural characteristics of land and water. The State priority system for acquisition projects mirrors this policy by giving special emphasis to projects which might be adversely affected by intensive development. The use of development pressure as a priority factor also promotes site purchase in advance of price escalation associated with development pressure.

A fourth important goal of the plan is consistency of State, regional and local recreation plans. Therefore, the local priority system makes an evaluation of whether proposals meet recommendations identified in the Comprehensive Plan.

The priority systems are shown below; work sheets are included in the Appendix. It must be emphasized that the priority technique is a guide to decision-making and that judgment will play an important role in final acquisition and development scheduling. Judgment is particularly vital in creating a balanced improvement program. The highest priority projects will not be totally achieved in the first year of the program. Acquisition and development will be phased over the length of the program, and each phase will be weighed and balanced against the needs in other regions.

STATE DEVELOPMENT PRIORITY SYSTEM

First Factor: Resident population within one hour driving time of project

sites. The data source for estimating population was the 1970 Census. A total of twenty-four points was achieved for a service population of 2.000.000 while 250.000 or less received a score of three.

Second Factor: Natural resources score used to contrast the natural values of alternative park areas. Eight factors were used: water-based. water quality. topography. flood plain. scenic. forest cover. edge. unusual geologic features. The factors for each project site were rated from zero to three. resulting in a total possible score of twenty-four.

Third Factor: Type of development proposed at the project site with the greater number of points for parks having the greatest variety of developmental schemes. The standard Bureau of Outdoor Recreation (BOR) classification of park areas was made to reflect development needs in Maryland. Six points were established for each type of development such as intensive. general. natural environment. and historic and cultural; twenty-four represented a perfect score.

Fourth Factor: Economic level in each community using median income as an index. This factor used six categories in assigning four points to each. again resulting in a perfect score of twenty-four. Four points were assigned for each $1.000 increment in median income.

STATE ACQUISITION PRIORITY SYSTEM

First Factor: Resident population within one hour driving time of the project site. The 1970 Census data was used to estimate the population. Three points were assigned to the project site for each increment of 250.000 persons residing within the one hour driving zone.

Second Factor: Natural resources score used to contrast the natural values of alternative project areas. Eight factors were used: water-based. water quality. flood plain. scenic. topography. forest cover. edge. unusual geologic features. The factors for each project site were rated from zero to three resulting in a total possible score of twenty-four.

Third Factor: Danger of despoliation of potential project sites due to open space being diverted to more intensive uses. Based upon the projected conversion of open space for each county of the State by the year 1980. project sites were awarded a maximum of twenty-four points. Three points were assigned for each unit of 6.250 acres estimated to be converted by 1980.

Fourth Factor: Need for additional State natural resource acreage in each county of the State. Three points were assigned for each unit of 4.000 acres needed by 1975. identified by the Open Space and Recreation report prepared by the Maryland Department of State Planning in 1967.

All factors were equally weighted.

LOCAL PROJECT PRIORITY SYSTEM

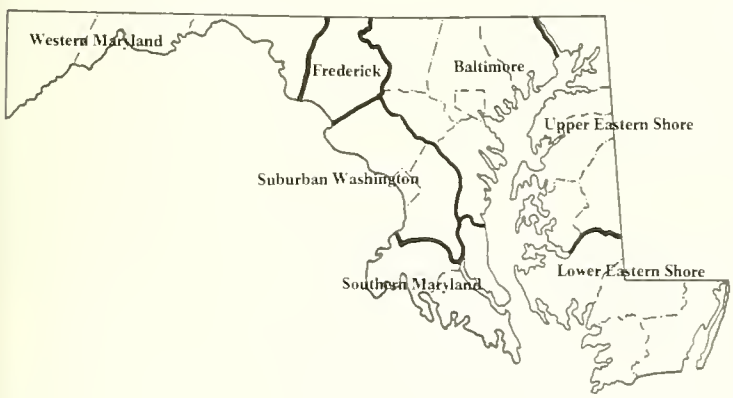
Priority Factor	Scoring	
1. Percent of population change of election district	Total: 5 points	
	Decrease	0 points
	0.0%-24.9%	1 point
	25.0%-49.9%	2 points
	50.0%-74.9%	3 points
	75.0%-99.9%	4 points
	100.0%-or greater	5 points
2. Population density by election district	Total: 10 points	
	0- 99 persons/sq mi	2 points
	100- 499 persons/sq mi	4 points
	500- 999 persons/sq mi	6 points
	1,000- 9,999 persons/sq mi	8 points
	10.000-or more persons/sq mi	10 points
3. Rank of activity demand in region	Total: 10 points	
	1st	10 points
	2nd	9 points
	3rd	8 points
	4th	7 points
	5th	6 points
	6th	5 points
	7th	4 points
	8th	3 points
	9th	2 points
	10th	1 point
	lower than 10th	0 points
4. Rank of region for activity demand	Total: 10 points	
	1st	10 points
	2nd	8 points
	3rd	6 points
	4th	4 points
	5th	2 points
	6th	0 points
5. Meets one or more of the regional recommendations as identified in the State Outdoor Recreation and Open Space Plan	Total: 10 points	
6. Judgment	Total: 5 points	

ACQUISITION AND DEVELOPMENT

In order for the park proposals indicated on a map to become real parks where children and adults can play and relax, land must be bought and facilities must be built. This chapter of the Action Plan concerns acquisition and development.

This chapter sets forth the actual acquisition and development schedules of Federal, State, and local governments in each region of the State. Each regional summary includes a brief description of these proposals and an evaluation of how they accomplish the goals of the Maryland Outdoor Recreation and Open Space Plan. The final section of the chapter describes the several sources from which funds may be obtained to finance acquisition and development.

The tables for each region are for the five-year period of 1973 to 1978. The data on a year-to-year basis will be submitted with an updated and approved program each subsequent fiscal year by the State Liaison officer.



WESTERN MARYLAND AND FREDERICK REGIONS

ACQUISITION

In the Western Maryland and Frederick Regions, the State has been actively pursuing the goals of natural and historic resources preservation. Most of the State acquisitions programmed for the next five years are oriented to the region's outstanding mountains, woodlands and rivers. These dramatic natural features will be preserved as a heritage to be enjoyed by Maryland citizens for generations to come.

The Federal government open space program in Western Maryland is also geared to the area's outstanding characteristics. The accent in the Federal acquisition is on history — the Antietam Battlefield and the Chesapeake and Ohio Canal. These are open spaces with significance for the whole country because of the important role they played in the nation's development.

There is an inadequate supply of neighborhood and community parks which provide intensive recreation opportunities close to population centers. The Park Acreage Objectives, cited previously, suggest 1,938 acres of neighborhood parks and 3,876 acres of community parks, but the inventories in these categories are only 162 acres and 642 acres respectively. Washington County does have a program to purchase more county and municipal parks and to develop them for intensive recreation. The State should encourage and assist other counties to move in this same direction.

DEVELOPMENT

The Department of Natural Resources development plans include new and extended facilities at five State parks in Western Maryland and Frederick County. Dans Mountain is oriented to day use; Greenbrier and Deep Creek Lake have swimming, fishing and boating; Fort Frederick and Rocky Gap have boating and fishing, with the opening of a swimming beach at Rocky Gap in 1974. The additional facilities planned for these parks will add activity areas for boating, picnicking, camping, horseback riding, winter sports, and sightseeing.

The National Park Service also has plans to increase recreation opportunities in the region. Developments at Catoctin Mountain and along the Chesapeake and Ohio Canal will include 260 camp sites, 85 miles of trails, two boat ramps, 260 picnic sites, rehabilitation of historic points of interest, and construction of interpretive facilities. The Soil Conservation Service is also participating in a recreation project on the Little Youghiogheny River, which will create swimming, boating, and picnic areas.

Intensive recreation facilities for the region will be developed by the counties. Washington County, for example, plans to develop four neighborhood/municipal parks with athletic areas, swimming pools, picnicking

and a golf course. County parks will be developed with recreation areas, tennis courts, tracks, and an educational park.

A comparison of demand with the proposed developments for certain activities provides some interesting insights. The demand for boating in 1970 in Western Maryland and Frederick County was estimated at 200,000 occasions, with projected growth to 300,000 occasions by 1990. In 1970 there was a deficit of boating acreage to meet demand, but a sufficient supply of boating docks. The implication is that natural water areas are being overused. The facilities to dock and launch boats have been built, but boating enjoyment is diminished due to crowding on existing waterways. The addition of Rocky Gap to the State park system will reduce some of the acreage deficit. The completion of the Bloomington Dam will provide another water area for boating. The facilities to be built at Rocky Gap will attract about 115,000 users annually. This will be adequate to meet the growing demand projected for 1990.

Extensive new picnic facilities will be developed at four of the State parks and at Catoctin Park and the C & O Canal. The 1970 regional deficit for picnic areas was about 325 acres. The deficit was in the face of demand estimated at 4,700,000 occasions. This demand will grow to 8,200,000 by 1990. If there were no new development, the deficit would then be 871 acres. However, the picnic sites planned for the State parks are expected to attract 2,000,000 occasions per year. Thus, they alone will reduce the impact of growing demand by about fifty-five percent. The Federal and county picnic developments will further increase the supply, so that the projected 1990 deficit will be closer to 500 acres than 870 acres.

Camp sites and primitive camping areas will be increased by developments at three of the region's State parks, at Catoctin Mountain, and at the C & O Canal. The development plans for State parks show 867 new camp sites. The National Park Service will build 260 camp sites, for a regional total of 1,127 planned camp sites. In addition to developed camp sites there will be hike-in areas for primitive camping. These facilities hardly begin to respond to camping demand. Total 1970 demand was 2,900,000 occasions, and it will grow to 6,400,000 by 1990. The 1970 deficit was 7,100 camp sites. In 1990, with no new development, the deficit would be 18,340 camp sites. The requirements cannot be satisfied by government alone. The private entrepreneur and private associations must be encouraged to expand private campgrounds to meet the challenge and capitalize on the economic opportunity they present.

A horse stable complex is planned at Greenbrier and is expected to attract 122,660 persons when it is complete. Facility requirements for riding were measured in miles in the demand analysis. In 1970 there were about forty-five miles of bridle paths in Western Maryland and Frederick County, and 1,000,000 demand occasions. By 1990 the demand will grow to 1,800,000 occasions, and there will be a total requirement of over 600 miles of trails. The Greenbrier stables will supply only a small fraction of the riding facilities needed in the region. Like camping, this is an activity in which private entrepreneurs could profit through their investment.

A winter sports area is being proposed at Greenbrier. If constructed, it would have a potential annual attendance of 46,000. The demand for winter sports in the region was 1,700,000 occasions in 1970, and is projected to reach 3,400,000 occasions in 1990. Snow skiing and sledding areas are inadequate. The greatest segment of the demand for winter sports is skiing, which is over fifty percent of the winter activity demand. The private role needs to be promoted in developing winter sports areas to accommodate total demand.

SUMMARY OF ACQUISITION FOR WESTERN MARYLAND REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Acreage to be Acquired	Total Estimated Cost (000's)	Total Programmed Acreage	Fiscal Year	Funding Source: Local	State	Federal
FEDERAL									
National Park Service	Historic Park	2	9,671	$13,376		1974-78			x
	Antietam								
	C & O Canal								
Army Corps of Engineers	Bloomington Dam	1							
	Bloomington		2,300			1974-78			x
STATE									
Department of Natural Resources	Park	5							
	Deep Creek		100		1,876	1974		x	
	Fort Frederick		315		590	1974		x	x
	Greenbrier		594	300	1,683	1974		x	x
	New Germany		20		243			x	
	Rocky Gap		975	250	3,434	1974-75		x	
	Forest	4							
	Green Ridge		4,637	1,050	51,477	1975-78		x	x
	Savage River		2,306	640	63,833	1974-78		x	
	Swallow Falls		374	100	7,198	1975		x	
	Potomac		493		12,591	1974-78		x	
	Wildlife Management	3							
	Dans Mountain		1,791	75	12,873	1975-78		x	
	Indian Springs		988	420	6,811	1975-78		x	
	Warriors Mountain		2,582	93	7,457	1975-78		x	
	Natural Environment	1							
	South Mountain[1]		10,324	1,000	18,386	1974-78		x	x
	Fish Management Areas	2							
	A.M Powell Hatchery		265		275	1974-78		x	
	Bear Creek Hatchery		190		202	1974-78		x	
LOCAL									
Washington County	County Park	3	96	106	96	1974-76	x	x	
Allegany County	Regional Park	1	61	20	61	1974-75	x	x	
Cumberland	Neighborhood Park	9	8	65		1974-77	x	x	
	Community Park	3	24	25		1974-77	x	x	
	City-Wide Park	1	80	75		1974			
Frostburg	Community Park	1	10	50		1974-75	x	x	x
	Neighborhood Park	3	15	75		1976-78	x	x	

[1] Fifty percent in Frederick County region.

NOTE: Few or no entries of projects on the local level indicate little or no information was provided by the local jurisdiction to the Department of Natural Resources. State facilities where acquisition has been completed (acreage): Parks - Big Run (300), Casselman (4), Dan's Mountain (479), Fort Tonolway (26), Herrington Manor (365), Swallow Falls (257), Washington Monument (104), Wills Mountain (100). Wildlife Management Areas - Belle Grove (358), Billmeyer (708), Mt. Nebo (1,785), Sideling Hill (2,136). Fish Management Areas - Brownsville Pond (4), Evitts Creek Pond (6).

SOURCE: Department of Natural Resources and Department of State Planning.

SUMMARY OF DEVELOPMENT FOR WESTERN MARYLAND 1973 – 1978

Sponsor	Type of Area	Number of Sites	Total Acreage	Total Estimated Cost (000's)	Fiscal Year	Funding Source Local	State	Federal
FEDERAL								
Soil Conservation Service	County-Wide	1		$1,938[1]	1973			x
National Park Service	Historic Site Antietam	1		1,389	1974-77			x
STATE								
Department of Natural Resources	Park	5						
	Dans Mountain			588	1974-76		x	x
	Deep Creek Lake			3,794	1974-78		x	x
	Fort Frederick			370	1975		x	x
	Greenbrier			1,095	1974-76		x	x
	Rocky Gap			3,770	1973-77		x	x
Maryland Historical Trust	Historic Site Sightseeing	5		386			x	x
LOCAL								
Washington County	Neighborhood/Municipal Park	4		787	1973-77	x	x	
	County Park	9		1,755	1973-77	x	x	
Cumberland	Neighborhood Park	4	25.5	232	1973-75	x	x	
	Community Park	2	25.0	55	1973-74	x	x	
	City-Wide Park	2		283	1973-75	x	x	
Frostburg	Community Park			173	1973-74	x	x	
	Neighborhood Park	4		32	1975-77	x	x	
Westernport	Municipal Park	1		210	1973-74	x	x	
	Community Park	1		15	1973	x	x	
Garrett County	City Park	7	85+	455	1973-75	x	x	
	City Center	1		250	1973-75	x	x	
	River Recreation	1		200	1976-78	x	x	

[1] Total impoundment project cost. Basic recreation facilities cost $180,000.

SOURCE: Data from the sponsors of the respective projects.

SUMMARY OF ACQUISITION FOR FREDERICK REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Acreage to be Acquired	Total Estimated Cost (000's)	Total Programmed Acreage	Fiscal Year	Funding Source Local	State	Federal
FEDERAL									
National Park Service	Historic Park	1							
	C & O Canal		7,240[1]			1974-78			x
STATE									
Department of Natural Resources	Park	1							
	Cunningham Falls		427	$ 200	5,258	1974		x	
	Natural Environment	1							
	South Mountain[2]		10,324	1,000	18,386	1975-78		x	x
	Wildlife Management	1							
	Heaters Island		188		188	1974		x	x
	Fish Management	2							
	Lewistown		24		24	1974		x	
	Urbana Lake		63		63	1974		x	
	Special	1							
	Appalachian Trail[3]								
LOCAL	No Projects Received								

[1] Part of this acreage in suburban Washington and Western Maryland regions.
[2] Fifty percent in Washington County, Western Maryland region.
[3] Acreage and Cost in Maryland has not been determined.

NOTE: Few or no entries of projects on the local level indicate little or no information was provided by the local jurisdiction to the Department of Natural Resources. State facilities where acquisition has been completed (acreage): Parks - Gambrill (1,136), Gathland (135). Fish Management Areas - Brunswick Pond (5), Frank Bentz Pond (4), Liberty Pond (3).

SOURCE: Department of Natural Resources and Department of State Planning.

SUMMARY OF DEVELOPMENT FOR FREDERICK REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Total Acreage	Total Estimated Cost (000's)	Fiscal Year	Funding Source Local	State	Federal
FEDERAL								
National Park Service	National Park	1		$2,398	1974-78			x
STATE								
Department of Natural Resources	Park	1						
	Cunningham Falls			3,089	1973-75		x	x
Maryland Historical Trust	Historic Site	3		94			x	x
LOCAL	No Projects received							

SOURCE: Data from the sponsors of the respective projects.

BALTIMORE REGION

ACQUISITION

The preservation of stream valleys and the Chesapeake Bay shoreline is the dominant theme of the Comprehensive Plan for the Baltimore region. The five-year acquisition schedule for the region reflects this concept.

Local governments will spend almost $16,000,000 for new parkland. Most of the money will go for stream valley and regional park purchases. The State of Maryland will spend over $10,000,000 for State parks and Natural Environment Areas, and an unspecified amount on Wildlife Management Areas. Programs at both levels of government have a natural features orientation. The local funds are utilized for acquisition of stream, waterfront and conservation sites. The State parks and other State open spaces are mainly focused along stream valleys.

The acquisition program in the Baltimore region is also designed to locate parks close to people. On the local level, Baltimore City and Baltimore County are the most populated jurisdictions. Baltimore City's acquisition options are limited, but Baltimore County plans thirty-five new local park sites at a cost of nearly three million dollars.

On the State level, five State parks will be expanded: Patapsco, Gunpowder, Patuxent, Deer Creek, and Susquehanna. Two new parks will be bought: Morgan Run and Bush River. Besides the State parks, which are suitable for activity centers and limited use areas, Natural Environment and Wildlife Management Areas will also be bought by the State. Thus, the acquisition program for the region provides a full range of open space categories, from local activity centers to conservation areas of State-wide significance.

DEVELOPMENT

About $59,000,000 worth of recreation development is planned for the next five years. Most of the money is for local recreation projects and most of the local money is for Baltimore City. Baltimore City is programming sixteen million dollars during the next five years to develop neighborhood parks, construct playgrounds, and build recreation centers. Another nine million dollars will go to facilities such as the stadium, zoo, and botanical conservatory.

Like Baltimore City, Baltimore County is concentrating resources — nearly four million dollars — in neighborhood park development. The county program schedules development of facilities in less intensive stream valley and regional recreation areas. The remaining counties in the region are placing their major development emphasis on stream valley and regional parks. At least one of these county stream valley recreation projects will be a joint effort with the U.S. Soil Conservation Service.

The type of recreation demand activities which these developments will satisfy will be intensive recreation such as swimming at pools and beaches, playing outdoor sports, sledding, and urban picnicking. Less intensive trail-type activities like bicycling, nature walks, or horseback riding will be accommodated along the region's linear system of stream valley parks. Expansive types of recreation such as camping, hiking, boating, water skiing, fishing, and hunting, will be accommodated mainly in State-owned open space, though some of these activities will be possible at the Soil Conservation Service impoundment on Piney Run.

The developments which are scheduled for State parks in the Baltimore region include two boating facilities projected to serve over one million boaters. In 1970, boating demand was 4,900,000 occasions, and in 1990 it will be over 10,000,000 occasions. The new facilities will handle only a fraction of the growing demand in an activity which has inadequate facilities to meet the present demand.

The expanded State park system in the Baltimore region will also provide more area for spontaneous informal recreation which requires little developed facilities. Furthermore, about eight million dollars in the State's development budget for parks is to construct the utility base at recently acquired parks in order to expand developed recreation facilities at a later date.

Federal development plans for this region consist of the Soil Conservation Service impoundment project at Piney Run and two historic sites near Baltimore, Fort McHenry and Hampton House. The total budget for Federal projects is $4,110,390.

SUMMARY OF ACQUISITION FOR BALTIMORE REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Acreage to be Acquired	Total Estimated Cost (000's)	Total Programmed Acreage	Fiscal Year	Funding Source Local	State	Federal
STATE									
Department of Natural Resources	Park	6							
	Deer Creek		494	$ 350	1,177	1974		x	
	Gunpowder		3,882	3,882	15,096	1974-76		x	x
	Patapsco			2,500	10,076	1974-78		x	
	Patuxent [1]		2,122	1,400	7,980	1974-77		x	
	Susquehanna		1,586	500	2,846	1974		x	x
	Morgan Run		1,500	4,000	1,500	1974-75		x	x
	Natural Environment	2							
	Severn Run		1,035	600	1,618	1975		x	x
	Soldiers Delight		1,153	700	2,076	1974		x	x
LOCAL									
Anne Arundel County	Waterfront	1		240		1974-78	x	x	x
	Stream and Regional	5		3,321		1974-78	x	x	x
Baltimore County	Local and School Park	35		2,879		1974-78	x	x	x
	Stream and County	4		1,090		1974-78	x	x	x
Carroll County	Local Park	4							
	Stream and Regional	2		2,532		1974-78	x	x	x
Harford County	Local Park	5		442		1974-78	x	x	x
	Conservation	2		131		1974-78	x	x	x
	Waterfront	2		664		1974-78	x	x	x
	Stream and Regional	6		4,614		1974-78	x	x	x
Howard County	Local and School Park					1974-78	x	x	x
	Stream and County	2		750		1974-78	x	x	x
Baltimore City	Local Park					1974-78	x	x	x
	Conservation			2,280		1974-78	x	x	x
	Waterfront					1974-78	x	x	x
	Stream and Regional					1974-78	x	x	x

[1] Fifty percent in Montgomery County, Subarban Washington region.

NOTE: Few or no entries of projects on the local level indicate little or no information was provided by the local jurisdiction to the Department of Natural Resources. State facilities where acquisition has been completed (acreage): Parks - Jonas Green (5), Palmer (463), Sandy Point (813). Forest - Nursery (132). Wildlife Management Areas - Gwynnbrook (74), Hugg-Thomas (276). Fish Management Areas - Bynum Run Pond (5), Forest Hill Pond (2), North Carroll (5).

SOURCE: Department of Natural Resources and Department of State Planning.

SUMMARY OF DEVELOPMENT FOR BALTIMORE REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Total Acreage	Total Estimated Cost (000's)	Fiscal Year	Funding Source Local	State	Federal
FEDERAL								
Soil Conservation Service	Stream Valley Piney Run	1		$1,385	1973-77			x
National Park Service	Monument	1		1,915	1973-77			x
	Historic Site	1		810	1975-77			x
STATE								
Department of Natural Resources	Park	5						
	Deer Creek			2,550	1976-78		x	x
	Gunpowder			4,813	1973-77		x	x
	Patapsco			5,200	1973-77		x	x
	Sandy Point			1,000	1978		x	x
	Susquehanna			6,973	1974-78		x	x
Maryland Historical Trust	Historic Site	6		344	1973-77		x	x
LOCAL								
Anne Arundel County	Local	12		443	1973-77	x	x	
	Stream and Regional	3		591		x	x	
Baltimore County	Local	63		3,820	1973-77	x	x	
	Waterfront	2		400		x	x	
	Stream and Regional	6		1,375		x	x	
Carroll County	Local			550	1973-77	x	x	
	Stream and Regional	2		2,821		x	x	
Harford County	Local			500	1973-77	x	x	
	Waterfront	1		25		x	x	
	Stream and Regional	3		626		x	x	
	Conservation	1		42		x	x	
Howard County	Stream and Regional	8		1,210	1973-77	x	x	
Baltimore City	Neighborhood	10+		5,850	1973-77		x	x
	Regional	3		8,857			x	x
	Recreation Center	26		10,000			x	x
	Square Renovation	3		267			x	x
	Services and Utilities			455			x	x

SOURCES: Baltimore Region Counties – Acquisition and Development programs taken from Baltimore Regional Planning Council report "A Suggested Plan and Program for the Acquisition and Development of Open Space in the Baltimore Region" June, 1971.

Baltimore City – Acquisition and Development program taken from "Baltimore's Development Program 1972-1977" August, 1971.

Soil Conservation Service – Recreation development program taken from "Work Plans" and "Supplemental Work Plans" for SCS projects in Maryland, as of February, 1972.

SUBURBAN WASHINGTON REGION

ACQUISITION

The suburban Washington region lies between two of Maryland's most outstanding rivers, the Patuxent and the Potomac. Most of the State and Federal acquisition is focused along these major waterways. State proposals at Patuxent State Park and Merkle Bowen Wildlife Management Area are on the Patuxent River and the Mattawoman and McKee Beshers purchases border the Potomac. The National Park Service acquisition will be entirely on the Potomac side of the region with about 1,200 acres at Piscataway and over 7,000 acres along the C & O Canal which runs parallel to the Potomac River. Some of the Canal acreage will extend outside the region.

The State also intends to expand two recreation areas (Cedarville State Forest and Park, and Seneca State Park) which lie between the rivers, and develop Rosaryville State Park in Prince George's County. However, most of the new parkland which will be reserved exclusive of the Patuxent or Potomac will be bought by local government. These local government purchases emphasize stream valley locations and local parks close to the neighborhood and community populations which they are designed to serve.

The pattern of park location and acquisition responsibility represented in the Acquisition Schedule for the suburban Washington region is a faithful implementation of the recommendations of the Comprehensive Plan. The five-year schedule will protect the region's rivers and streams and take advantage of their recreation potential. Each level of government and the Maryland-National Capital Park and Planning Commission will participate in plan implementation where it is most effective. The Maryland-National Capital Park and Planning Commission and the counties will also purchase and protect areas along the Patuxent River and smaller streams. The State will buy land along the Patuxent which is an important river in the ecological framework of the State. The Federal government will concentrate on parks along the Potomac, which is a nationally significant waterway.

The total proposed acquisition budget for the suburban Washington region is $75,316,000. Of the total, $47,042,000 is local government, $15,250,000 is State government, and $13,024,000 is Federal government spending. While each government is spending these amounts directly, the funds being used will often come from grant programs administered by a Federal or State agency.

DEVELOPMENT

More than half of the money programmed to develop parks in the suburban Washington region is being spent by the National Park Service (NPS). NPS is responsible for $25,927,000 of the total $46,090,214 which is scheduled for park development. Although these expenditures are for nationally significant parks which encompass unique natural or historical features of the Washington area, the developed facilities will be of direct recreational benefit to the residents of Prince George's and Montgomery Counties.

When the planned improvements to the metropolitan area's national parks are complete, suburban Washington residents will have 410 additional picnic sites, 224 new camping areas, and several boat launching facilities. Special facilities will include a children's farm, restored historic sites, and an interpretive center on the C & O Canal. All of the recreation activities represented by these developments are presently in very high demand (picnicking 12,100,000 occasions; nature walks 3,600,000 occasions; boating 2,900,000 occasions; sightseeing 6,000,000 occasions) with inadequate existing facilities to accommodate the demand.

The Department of Natural Resources will develop State parks in the region to supply added areas for many of the same popular recreation activities. There will be two new boating areas, two new beaches, a riding stable, 320 new camping spurs, and more picnicking and natural areas.

After both Federal and State improvements are complete, there will continue to be an activity center deficit for many of these outdoor activities. For example, the construction of 544 new camp sites in State and National Parks left a 1970 deficit of 1,175 camp sites. Also, though the National Park Service plans 410 picnic sites in its parks and the Department of Natural Resources plans a picnic area at Seneca Creek State Park, even a thousand additional sites would still leave an outstanding deficit of over 15,000 sites.

Local park development programs will help to reduce the gap between supply and demand. Montgomery County is concentrating resources on new acquisition and has no present program for park development, while Prince George's County plans to spend $15,385,000 on recreation area development. County developed facilities will be of a more intensive type than State or Federal parks and will emphasize those activities which people prefer close to their home, such as playing outdoor sports.

SUMMARY OF ACQUISITION FOR SUBURBAN WASHINGTON REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Acreage to be Acquired	Total Estimated Cost (000's)	Total Programmed Acreage	Fiscal Year	Funding Source Local	State	Federal
FEDERAL									
National Park Service	National Park	2							
	C & O Canal		7,240	$10,395		1974-78			x
	Piscataway		1,209	2,629		1974-78			x
STATE									
Department of Natural Resources	Park	3							
	Seneca		4,901	10,000	6,609	1974-77		x	x
	Patuxent[1]		2,122	1,400	7,980	1974-78		x	x
	Rosaryville		644	2,000	1,142	1974		x	
	Natural Environment	1							
	Mattawoman[2]		2,600	600	9,435	1975-78		x	
	Wildlife Management	3							
	McKee-Besher		485	350	1,960	1974-75		x	x
	Merkle Bowen		1,197	900	2,420	1976-78		x	x
	Heaters Isle		188		188	1974		x	x
	Forest	1							
	Cedarville[2]		140		3,516	1976-78		x	
LOCAL									
Montgomery County	Local Park	91	1,098	12,252		1974-78	x	x	
	Stream Valley Park	24	3,256	3,963		1974-78	x	x	
	Regional Park	2	646	1,656		1974-78	x	x	
	Special Park	4	1,184	1,175		1974-78	x	x	
Prince George's County	Local Park	45	663	4,617		1974-78	x	x	
	Stream Valley Park	9	8,657	20,651		1974-78	x	x	
	Regional Park	3	490	1,380		1974-78	x	x	
	Special Park	4	210	1,348		1974-78	x	x	

[1] Fifty percent in Howard County, Baltimore region.

[2] Fifty percent in Charles County, Southern Maryland region.

NOTE: Few or no entries of projects on the local level indicate little or no information was provided by the local jurisdiction to the Department of Natural Resources. (Does not include Maryland-National Capital Park and Planning Commission.) State facilities where acquisition has been completed (acreage): Park - Cedarville (340). Wildlife Management Areas - Cheltenham (10), Dierssen (40).

SOURCE: Department of Natural Resources and Department of State Planning.

SUMMARY OF DEVELOPMENT FOR SUBURBAN WASHINGTON REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Total Acreage	Total Estimated Cost (000's)	Fiscal Year	Funding Source Local	State	Federal
FEDERAL								
National Park Service	Historical Park	1						
	C & O Canal			$11,258				x
	National Park	4		9,719	1973-78			x
	Scenic Road	1						
	George Washington Memorial Parkway			4,950	1973-78			x
STATE								
Department of Natural Resources	Park	1						
	Seneca			4,778	1973-77		x	x
LOCAL								
Prince George's County	Local			6,197	1973-77	x	x	
	Regional			1,889	1973-77	x	x	
	Other			7,297	1973-77	x	x	

SOURCE: Local data from Maryland-National Capital Park and Planning Commission.

SOUTHERN MARYLAND REGION

ACQUISITION

Southern Maryland's extensive shoreline and unique natural areas are the object of much of the acquisition program for this region. The historic area of St. Mary's City is also a prime target for acquisition. The effect of the acquisition schedule prepared for Southern Maryland will be to assure public access to the shoreline at the several boat launch areas to be bought by the counties, to assure protection of unspoiled natural areas such as Mattawoman Creek, and to preserve the historic site of Maryland's first capital.

Southern Maryland is not a heavily populated region, but it receives much of the overflow of recreation seekers from the metropolitan Washington area. The county acquisition plans, which total nearly $2,000,000, will provide needed neighborhood and county recreation areas for local residents, and the State program will provide facilities to accommodate both Southern Maryland residents and out-of-region visitors. During the next five years, the State's expenditures on land acquisition in the Southern Maryland region will approach $6,000,000.

DEVELOPMENT

The demand analysis indicated that water-oriented recreation, such as beach and pool swimming, boating, fishing, and water-skiing, were among the region's ten most popular leisure activities. Development proposals at all levels of government have taken this regional preference into consideration.

The Soil Conservation Service is participating in two recreation projects in the region, one on St. Mary's River and the other on Gilbert Run. A 47,500 square foot beach will be developed on the St. Mary's River and an impoundment of 146 acres will provide another swimming area on Gilbert Run. These projects will also provide trails, picnic areas, and boating facilities.

The State intends to develop facilities at two State parks in the area: Calvert Cliffs and Point Lookout. Among the recreation opportunities to be provided are water access facilities to meet the high demand for swimming in the region. This development will reduce, but not eliminate, the need for additional swimming areas. Demand in 1970 was 3,700,000 occasions and in 1990 will be 7,700,000 occasions. Public access to the waterfront still needs improvement.

Two problems which are tangential to acquisition and development programs, but which directly affect swimming areas, should be mentioned here. Access to the waterfront is only of limited value if the water is not suitable for swimming. Efforts to control both sea nettles and water pollution must be energetically carried forth.

Boating, fishing and water-skiing are other popular activities which will be expanded according to the development schedule for the region. The counties will develop nine more boat launches. These facilities will permit many more people to enjoy the boating on the rivers and bay which almost surround Southern Maryland.

State parks will add picnic areas which are projected to attract over 820,000 users annually. There will also be expanded camping facilities and an environmental education center developed in the region.

Intensive recreation facilities will be increased by the counties. County parks and neighborhood school/parks will provide athletic areas and play areas close to population centers.

SUMMARY OF ACQUISITION FOR SOUTHERN MARYLAND REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Acreage to be Acquired	Total Estimated Cost (000's)	Total Programmed Acreage	Fiscal Year	Funding Source		
							Local	State	Federal
STATE									
Department of Natural Resources	Park	6							
	Calvert Cliffs		422	$ 50	1,404	1974-75		x	x
	Chapel Point		858		858	1974		x	x
	Point Lookout		192		705	1977		x	
	St. Clements		2		3	1974		x	
	St. Mary's River		1,810	1,550	2,481	1975-76		x	x
	Smallwood		74		473	1974-78		x	
	Forest	1							
	Cedarville[1]		141		3,516	1976-77		x	
	Natural Environment	2							
	Mattawoman		2,600	600	9,435	1974-77		x	x
	Zekiah Swamp		7,500	2,100	7,500	1974-76			
	Wildlife Management	1							
	Myrtle Grove		2,960		3,714	1974-78		x	
Department of Economic and Community Development	Historic Park	1							
	St. Mary's City			1,450	1,200	1974-77		x	x
LOCAL									
Charles County	Boat Launch	5		90		1974-77	x	x	x
	Local Park	1		500		1974-77	x	x	x
	Regional Park	1		200		1974-77	x	x	x
St. Mary's County	School Recreation Area	4		83		1974-77	x	x	x
	Boat Launch	4		72		1974-77	x	x	x
	County Park	1		869		1974-77	x	x	x
Calvert County	Local Park	2		10		1974-77	x	x	x
	School Recreation	1				1974-77	x	x	x

[1] Fifty percent in Prince George's County, Suburban Washington region.

NOTE: Few or no entries of projects on the local level indicate little or no information was provided by the local jurisdiction to the Department of Natural Resources. State facilities where acquisition has been completed (acreage): Parks - Cedarville (340), Greenwell (605), Purse (148). Forest - Doncaster (1,485). Wildlife Management Area - St. Clements (61). Fish Management Area - Hughesville Pond (3).

SOURCE: Department of Natural Resources and Department of State Planning.

SUMMARY OF DEVELOPMENT FOR SOUTHERN MARYLAND REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Total Acreage	Total Estimated Cost (000's)	Fiscal Year	Funding Source Local	State	Federal
FEDERAL								
Soil Conservation Service	St. Mary's River	1		$3,007				x
	Gilbert Run	1						
STATE								
Department of Natural Resources	Park	5						
	Calvert Cliffs			5,434	1974-77		x	x
	Cedarville			4,276	1973-78		x	x
	Genral Smallwood			1,130	1974-76		x	x
	Point Lookout			3,875	1973-78		x	x
	St. Mary's			150	1974		x	x
Maryland Historical Trust	Historic Site	1						
	Resurrection Manor			76	1973-77		x	x
LOCAL								
Charles County	Stream and Regional	1		500	1973-77	x	x	
	School Recreation	16		1,600	1973-77	x	x	
	Boat Launch	5		125	1973-77	x	x	
	Local Park	1		900	1973-77	x	x	
	Army Radio Station	1		85				
St. Mary's County	School Recreation	4		254		x	x	
	Boat Launch	4		95		x	x	
	County Park	1		786		x	x	
Calvert County	County Park	1		57	1973	x	x	

SOURCE: Local data from Tri-County Council for Southern Maryland.

UPPER AND LOWER EASTERN SHORE REGIONS

ACQUISITION

The Eastern Shore is predominantly rural in character. Resident recreation demands are increasing, but the greatest impact on facility requirements is from visitor demand. This demand is caused by the Chesapeake Bay and its estuaries and by the Ocean City and Assateague Island locations on the Atlantic Ocean.

The activities popular in this region are swimming, driving for pleasure, sightseeing, picnicking, boating, hunting, outdoor sports, and water-skiing. The demand for most of these activities is about the same in both upper and lower segments of the Eastern Shore. However, peak season swimming at the beach is 5,300,000 occasions on the lower Eastern Shore and only 2,700,000 occasions on the upper Eastern Shore.

The natural features of the Eastern Shore are important not only for recreation purposes but for the preservation of the region's wetlands. They are vital because of their importance as Maryland's prime fresh water breeding areas.

The acquisition program for the Eastern Shore reflects both State and Federal recognition of the growing recreation demand in the region. It also continues a long-standing commitment by State and Federal agencies to preserve natural environment areas as wildlife refuges.

The Maryland Department of Natural Resources will acquire land for three State parks, and the National Park Service will add over 1,300 acres to the Assateague National Seashore. These expansions and additions to the park system of the region will help accommodate the increasing demand for outdoor recreation.

The State will also purchase additional State Forest land and increase the Wildlife Management Areas. The Federal government will also expand its wildlife refuge at Blackwater by 1,037 acres. The preservation of these wetlands will protect the ecological systems which depend on these natural areas. Preservation will also provide opportunities for hunting and fishing.

DEVELOPMENT

Picnicking, camping, and fishing facilities will be developed to complement the beach areas. Several boating facilities will also be constructed by the State.

In addition to the facilities which the State is constructing, the Army Corps of Engineers plans to develop a park on the Chesapeake and Delaware Canal. This park will provide a fifth beach area and a boat ramp. It will also have a picnic area and fishing pier.

The National Park Service will spend $5,764,000 on recreation developments at Assateague Island National Seashore. The developments will provide new picnic areas, bathhouses, trails, and campgrounds.

State and Federal recreation agencies are building extensive facilities covering a broad expanse of acreage and attracting users from long distances. While visitor demand is the major recreation impact factor in this region, it is not the only one. Resident population centers are also experiencing growing recreation needs. Counties such as Talbot and Kent are responding to these needs with plans for new county parks, playgrounds, and public landings.

The county facilities also are mostly water-based, but they are designed to be convenient to the people in the general vicinity of the park. Nonwater-based county facilities are for children's play and for athletics by all age groups. These county parks are important to the region because they provide residents with a balance of recreation opportunities and with facilities located close to the resident population.

SUMMARY OF ACQUISITION FOR UPPER EASTERN SHORE REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Acreage to be Acquired	Total Estimated Cost (000's)	Total Programmed Acreage	Fiscal Year	Funding Source Local	State	Federal
STATE									
Department of Natural Resources	Park	3							
	Elk Neck		252		1,827	1975		x	
	Tuckahoe[1]		625	$ 162	4,501	1974-75		x	x
	Mattapeake		10		30	1974		x	
	Wildlife Management	1							
	Millington		1,674	835	4,341	1974-76		x	
	Natural Environment	1							
	Fair Hill		5,330	6,000	5,330	1975-76		x	x
LOCAL									
Kent County	Turner's Creek	1	21	80	21	1974-75	x	x	
Betterton	Town Park	1	4	19	4	1974-75	x	x	
Rock Hall	Town Park	1	4	15	4	1974-75	x	x	
Chestertown	Town Park	1	28	80	28	1975-76	x	x	

1 Fifty percent in Caroline County, Lower Eastern Shore region.

NOTE: Few or no entries of projects on the local level indicate little or no information was provided by the local jurisdiction to the Department of Natural Resources. State facilities where acquisition has been completed (acreage): Parks - Martinak (99), Wye Oak (29). Forest - Elk Neck (2,742), Seth Demonstration (125). Wildlife Management Area - Earleville (190). Fish Management Areas - Church Hill Mill (39), Rising Sun Pond (3), Unicorn Lake (69), Urieville Lake (50), Wye Mills Lake (67).

SOURCE: Department of Natural Resources and Department of State Planning.

SUMMARY OF DEVELOPMENT FOR UPPER EASTERN SHORE 1973 – 1978

Sponsor	Type of Area	Number of Sites	Total Acreage	Total Estimated Cost (000's)	Fiscal Year	Funding Source Local	State	Federal
FEDERAL								
Army Corps of Engineers	C & D Canal	1		$ 700	1973-74			x
STATE								
Department of Natural Resources	Park	3		1,065	1973-77		x	x
Maryland Historical Trust	Historic Site	1		700			x	x
LOCAL								
Kent County	Turner's Creek	1	160	250	1973-77	x	x	
	Worton Park	1	71	30	1973	x	x	
	Public Landings		40	100	1973-77	x	x	
Talbot County	Marine Facilities	5	39	495	1973-77	x	x	
	Playground	1	5	50	1973-77	x	x	
	Athletic Facility	1	8	100	1973-77	x	x	

SOURCE: Data from the sponsors of the respective projects.

SUMMARY OF ACQUISITION FOR LOWER EASTERN SHORE REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Acreage to be Acquired	Total Estimated Cost (000's)	Total Programmed Acreage	Fiscal Year	Funding Source Local	State	Federal
FEDERAL									
National Park Service	National Seashore	1	1,315	$3,400		1974-76			x
Bureau of Sport Fisheries and Wildlife	National Wildlife Refuge	1	1,037			1975-76			x
STATE									
Department of Natural Resources	Park	2							
	Tuckahoe[1]		625	162	4,501	1974-75		x	x
	Janes Island		241		3,115	1974-78		x	
	Wildlife Management	6							
	Deal Isle		1,978	200	15,200	1976-77		x	
	E. A. Vaughn		2,053	300	4,045	1976-78		x	
	Fishing Bay		4,000	400	17,570	1976-78		x	
	Idylwild		570	275	3,287	1977-78		x	
	South Marsh Isle		3,000	250	3,000	1977-78		x	
	Taylor's Isle		1,000		1,973	1976-78		x	
	Forest	2							
	Pocomoke		5,701		17,285	1974-78		x	
	Wicomico		105		1,215	1974-78		x	
LOCAL									
Dorchester County	Regional Park	5	189	265	189	1975	x	x	
	Neighborhood Park	2	20	21	20	1975	x	x	
	Community Park	2	33	36	33	1975-6	x	x	
	City Park	1	2	8	2	1974	x	x	
Somerset County	Regional Park	1	180	370	180	1975-76	x	x	
Worcester County	Regional Park	1	50	100	50	1974-75	x	x	
	Community Park	3	6	12	6	1974	x	x	
	City-Wide Park	4	16	48	16	1975-77	x	x	x

[1] Fifty percent in Queen Anne County, Upper Eastern Shore region.

NOTE: Few or no entries of projects on the local level indicate little or no information was provided by the local jurisdiction to the Department of Natural Resources. State facilities where acquisition has been completed (acreage) Parks - Assateague (756), Milburn Landing (370), Shad Island (545) Wildlife Management Areas - Cedar Island (2,880), Ellis Bay (1,924), Fairmount (2,446), Johnson (153), LeCompte (485), Linkwood (313), Pocomoke River (505), Pocomoke Sound (922), Sinepuxent Bay (25), Wellington (389)

SOURCE: Department of Natural Resources and Department of State Planning.

SUMMARY OF DEVELOPMENT FOR LOWER EASTERN SHORE REGION 1973 – 1978

Sponsor	Type of Area	Number of Sites	Total Acreage	Total Estimated Cost (000's)	Fiscal Year	Funding Source Local	State	Federal
FEDERAL								
National Park Service	National Seashore	1		$5,764	1974-78			x
STATE								
Maryland Historical Trust	Historic Site	1		32	1974		x	x
Department of Natural Resources	Park	3						
	Jane's Island			400	1978		x	x
	Martinak			943	1978		x	x
	Shad Landing			257	1974		x	x
LOCAL								
Dorchester County	Regional Park	2		1,209	1973-77	x	x	
	Neighborhood Park	2		47	1973-77	x	x	
	City Park	1		100	1973-77	x	x	
	Community Park	1	26	166	1973-77	x	x	
Somerset County	Regional Park	1	1	21	1973-77	x	x	
Worcester County	Regional Park	1	21	102	1973-77	x	x	
	Community Park	1	12	82	1973-77	x	x	
	City-Wide Park	1	26	158	1973-77	x	x	

SOURCE Data from the sponsors of the respective projects.

FUNDING ACQUISITION AND DEVELOPMENT

Many public programs assist in the overall development of outdoor recreation opportunities in Maryland. Two major programs that have been catalysts for open space and outdoor recreation development in recent years have been Program Open Space of the State of Maryland and the Land and Water Conservation Fund of the U.S. Department of Interior. These major sources of funds are complemented by local revenues derived from taxes, bond sales, fees, licenses, etc. as well as private donations.

PROGRAM OPEN SPACE

Program Open Space is the funding program through which most of the State and local projects included in the Maryland Outdoor Recreation and Open Space Plan will be financed. Program Open Space is a State-administered grant program which obtains money from the sale of bonds and a tax on the transfer of real estate. Originally designed as a five-year program, it has been extended to ten years. Fifty percent of the money in Program Open Space will be used to fund State projects and fifty percent will be distributed among the subdivisions of the State.

The State share of funds is restricted to acquisition. State development projects are financed from the State's regular capital improvement budget. The local jurisdictions may use the funds for both acquisition and development, although at least half the money must be used to purchase land. (Baltimore City is excluded from this requirement in the enabling legislation.) A committee, appointed by the Governor, determines a formula based on population and other relevant factors according to which the Program Open Space funds are allocated among the subdivisions.

Land purchases may be made with up to fifty percent of the local jurisdiction's allocation without any local funds being required for the project. Acquisition or development projects to be financed from the second half of the jurisdiction's allocation require the local jurisdiction to invest in some cases up to twenty-five percent of the cost of the project.

FEDERAL PROGRAMS

An additional source of funds for State and local recreation and open space programs is the Federal government. The Federal government provides financial help through several grant-in-aid and technical assistance programs. Many programs are already in use in Maryland. The programs available are listed in the Comprehensive Plan, Phase II. The proposed Recreation Information System will keep up-to-date information on these programs and the Department of State Planning will encourage and assist recreation agencies in both State and local government to take maximum advantage of the Federal funding opportunities.

The two major Federal open space programs are the Land and Water Conservation Fund of the Department of the Interior, and the Legacy of Parks Program of the Department of Housing and Urban Development. Another program which is widely used in Maryland is the U.S. Soil Conservation Service's watershed improvement assistance. Recreation benefits can be used to justify a watershed project and recreation developments are eligible for partial Federal funding. Somewhat less significant programs are the Department of Agriculture's Greenspan Program and the Appalachian Program. The latter is of relevance only to the counties in Western Maryland.

Besides its indirect role of financial and technical assistance, the Federal government plays a large, direct role in the acquisition and development programs in Maryland. This is due to the proximity of Maryland to the nation's capital and the location within the State of several nationally significant natural and historic features. Because of these features, the Federal government's own acquisition and development expenditures for the State will be about $80,000,000. The projects for which this money is programmed include historic areas such as Antietam Battlefield and the C & O Canal, and natural features such as Assateague Island National Seashore and Catoctin Mountain National Park.

GENERAL APPROPRIATIONS

General appropriations are made from annual tax revenues. The feasibility of financing recreation projects out of general appropriations will vary with each jurisdiction and the size of the proposed project. The amount of revenue which a jurisdiction can raise to spend as general appropriations will depend on the types of taxes it has the legal authority to collect and on the value of the jurisdiction's tax ratables. There is also a great deal of competition for general funds from other worthwhile projects, so that the priority which recreation and open space are given in relation to those other projects will affect the feasibility of funding a proposal from general appropriations.

BONDS

Projects funded out of general appropriations are often phased over a number of years so that they do not create the need for dramatic tax increases in any one year. Some projects, however, need to be financed as a whole, or are so large that any realistic phasing for planning purposes is unrealistic for general appropriations financing. In such situations, the project might best be funded through the sale of bonds.

The bonds can be general obligation bonds based on the full faith and credit (taxing power) of the jurisdiction, or they might be revenue bonds based on anticipated income (admission fees, activity charges, concessions rentals, etc.), from the completed project. Bonds can be sold to provide the funds to initiate the entire project and they can be paid off over a long period of time (fifteen to twenty years) so that the strain on the jurisdiction's budget is not

too great in any one year. At the state level, bonded indebtedness can only be authorized by the General Assembly, and for only fifteen years.

FEES, LICENSES, RENTALS

Once a park project is in operation it can begin to raise money by charging admission fees or overnight camping fees. In Maryland, these fees are returned to the State Treasurer and County as income. New legislation to permit specific use of these revenues may be desirable to establish revolving funds or pay for specific projects.

Revenues from licenses required for hunting and fishing provide money each year to acquire additional wetlands. Trail development might be financed from registration fees for motorized recreation vehicles.

Within many parks there are opportunities for facilities to be operated on a concession basis. This arrangement reduces development costs for the jurisdiction in charge of the park and it provides lease income that can help pay project costs.

SALE OF REAL PROPERTY

Tax foreclosures or the phasing out of certain governmental facilities can sometimes provide a government with surplus properties for which it has no practical use. If none of these properties are themselves usable for open space, they can be auctioned to the public, and the revenue can be used to purchase usable open space.

SPECIAL TAXES

Specific types of recreation or open space projects are sometimes funded from special taxes. Up to one percent of the revenues from the State gasoline tax may be earmarked for bicycle trails.

PRIVATE DONATIONS

In the past, private donations for park purposes have not been actively pursued. If an individual contributed some land which would make an attractive park, the park department accepted it. Occasionally, owners whose property was included in a park proposal might have been asked to donate their property. Many people, however, including a few wealthy property owners might be convinced to contribute money into a Park and Open Space Fund. Money might be sought for this fund much the way money is raised for the United Fund, or any other public appeal. Funds may also be provided by a number of private organizations such as the Nature Conservancy, Maryland Ornithological Society, Inc., Issac Walton League of America, Inc., Appalachian Trail Club, Chesapeake Bay Foundation, Maryland Conservation Council, the Conservation Foundation, and the Maryland Wildlife Federation.

A CONTINUING PLANNING PROCESS

Maryland's Outdoor Recreation and Open Space Plan is complete. However, an on-going planning process must be maintained in order that future park and open space acquisition and development will continue to reflect the policies of the plan.

The open space concept and the State-wide and regional policies set forth in the Comprehensive Plan are the plan's most durable items. Specific park site and activity development recommendations are made to achieve detailed objectives in a manner consistent with the general concept. Such recommendations are based on leisure habits, development patterns, income trends, demand estimates, and government financial resources which are current, but which are subject to change in the future. It would be unwise, therefore, for the State to strictly adhere to specific recommendations and timetables based on twenty-year projections and expect them to suit the changing recreation requirements of the future. As changes occur in the variables which affect recreation plans, the changes must be recognized, and an appropriate adjustment made to both acquisition and development schedules. Otherwise, unswerving implementation of original recommendations may cause distortion of the concept and the policies which are the heart of Maryland's Outdoor Recreation and Open Space Plan.

The continuing planning process is an approach, a constellation of government operations and procedures, which is sensitive and responsive to change. In order to accomplish this, the procedures must include opportunities for citizen involvement. The on-going planning will include:

- An outdoor recreation and open space information system which will maintain current data on variables which influence park plans.
- A recreation program evaluation procedure to be used in reviewing applications for Program Open Space funds and State capital improvement funds.
- Guidelines for local recreation plans.
- Special studies and research into topics of state-wide recreational or environmental significance.

OUTDOOR RECREATION AND OPEN SPACE INFORMATION SYSTEM

An information system is designed to provide current data which will be used in future recreation and open space decision-making. Maryland's information system will be operated by the Department of State Planning, which is involved in information coordination through the A-95 Clearinghouse Programs. As the office in charge of the information system, the Department of State Planning will become the recipient and manager of all data related to outdoor recreation and open space.

The information, which will be stored and available in the Maryland Automated Geographic Information System, will include numerous items in several categories.

INVENTORY AND OBJECTIVES DATA

1. The current existing supply of public outdoor recreation and open space acreage, by park categories used in the Comprehensive Plan inventory, and by county and planning region.

2. The current existing supply of developed recreation facilities in the twenty activity categories listed in the Comprehensive Plan, by county and planning region.

3. The acreage objectives for parks at each level of service area, i.e., neighborhood, community, county-wide, State-wide, by county and planning region.

4. The development objectives for each of the twenty activities listed in the Comprehensive Plan, by planning region.

A comparison of items one and three will indicate the distribution of surplus or inadequate park acreage by level of service area and by jurisdiction. Likewise, a comparison of items two and four will show which activities have been over-developed and which ones need added facilities. The results of these comparisons should be used to select and design proposed recreation projects.

For example, if in some year a given county were to have a surplus of recreation areas which attract people from throughout the county and an inadequate supply of neighborhood and community parks, the acquisition program for the upcoming fiscal year should be adjusted to contain sites that provide added neighborhood or community parks. There should be no county-wide park sites on the acquisition schedule, unless existing sites are poorly located or poorly suited to certain popular activities.

If, at the same time that the county had a surplus of county-wide parklands, it also had inadequate facilities to accommodate demand for expansive ac-

tivities such as skiing or camping, then the county's park development program should include camp sites and ski slopes on its existing acreage. The assumption is that the existing acreage is undeveloped and suitable for the construction of the needed activity facilities. Since this assumption will not always be valid, decision-makers will find it useful to have individual park site data available in an information bank.

SITE DATA

- Location of the park, by county and election district.
- Type of park: neighborhood, community metro-regional, city-wide, urban open space, general outdoors, natural environment, outstanding natural, wilderness or primitive, historic and cultural, private single-use, private multiple-use.
- Acreage of the park, by type (developed land, undeveloped land, wetlands, water).
- Type of developed facilities which the park contains.
- Suitability of undeveloped land for the different types of recreation activity.
- Suitability of water area for recreation.

This information will be used to identify existing sites which could accommodate additional development to satisfy recreation activity demand. If the information indicates that no existing site is suitable for a particular activity which is in great demand, a new site will have to be acquired to correct the deficiency.

Comparison of objectives and inventories will indicate numerous worthwhile recreation projects which might be pursued. Choices from among several valid projects should be made on the basis of how well each proposal meets the goals and priorities stated in the Comprehensive Plan. Data relevant to priority considerations will also be a part of the information bank.

PRIORITY DATA

- Population of each election district.
- Percent of population change of each election district, 1960-1970.
- Density of each election district.
- Population within one hour driving time from the center of each election district.
- Median income of each county.
- Estimated acreage likely to be converted to urban development by 1980 in each county.
- Rank of activity demands in each region.
- Rank of regions in their demand for each activity.

Priority ranking systems were drawn up for state acquisition projects, state development projects, and all local recreation projects. These priority systems were described in Chapter Two. By maintaining current data on priority factors, the information system makes priority ranking of alternate proposals simple, convenient, and accurate.

The information which has been listed above as inputs to the Maryland Outdoor Recreation and Open Space System has been statistical. This data can be expressed numerically and can be presented in tables for manual use, or stored on computer cards for electronic processing.

In addition to this statistical data, the information system will also maintain certain non-numerical information which is directly relevant to recreation and open space in Maryland.

IMPLEMENTATION DATA

- Current and pending legislation concerning recreation or the natural environment.
- Current and pending legislation affecting the implementation tools available to realize recreation plans.
- A listing by State agency, county, and municipality of the recreation and open space implementation techniques in use.
- A listing of sources of recreation and open space funds, the requirements for obtaining such funds, and the current amount of money available from each source (by percent of project total and by total appropriation in the source program).
- A listing by State agency, county, and municipality of the sources from which they have sought park funds for the upcoming fiscal year.
- A map of all State, county, and municipal recreation and open space projects proposed in the annual program for the upcoming fiscal year.
- A location map and description of Federal surplus properties which are available as potential recreation sites.

The purpose of maintaining these items of information is largely educational. Their inclusion in the recreation and open space information system means that they will be distributed to all agencies and persons involved with park planning and financing, the Department of State Planning, Department of Natural Resources, Board of Public Works, county and municipal recreation agencies, and public interest groups. Such wide-spread distribution will increase general knowledge in the field of recreation planning. It will also encourage inter-governmental coordination and full utilization of available funding and implementation tools.

SPECIAL STUDIES AND RESEARCH DATA

Special studies and research topics which are important to recreation and open space planning are described in detail in a later section of this same chapter. Special studies and research are an integral part of the continuing planning process. They provide information which is needed to support policy decisions and to carry out detailed plans for specific types of open space areas, such as scenic roads, or environmental education centers.

The results of special studies and research investigations should be channeled to the Department of State Planning, and a copy should be stored in the files of the recreation and open space information system. Summaries of significant findings should be distributed to all persons and departments involved in recreation or conservation. Items in the Comprehensive Plan such as the facility development standards or the activity demand estimates should be periodically reevaluated. Research will also help indicate the impact of new recreational trends on the State's park system.

DATA COLLECTION AND DISTRIBUTION RESPONSIBILITIES

The information flow diagram illustrates the responsibilities for data collection and distribution. Local governments will be expected to provide their Annual Open Space Program and the particular site data for each of the projects in their program. The Annual Program should contain all proposals for the upcoming fiscal year and all projects completed during the previous year. The description of completed projects will be used to keep the State-wide open space inventory current.

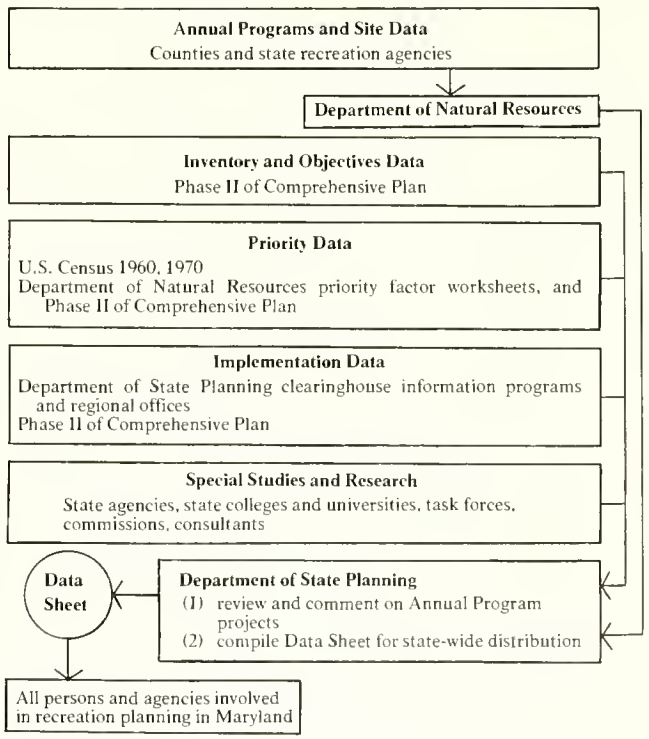
All data will be channeled to the Department of State Planning, where it will be cross-indexed by county, region, site and activity. Forms will be stored in standing files and the statistical data will be punched onto computer cards. The Department of State Planning will then compile a Data Sheet for distribution throughout the State. The main emphasis of the Data Sheet will be on the Inventory and Objective Data and the Implementation Data, with summaries of any research or special studies recently completed. The items that the Data Sheet should contain are:

- Updated inventories, objectives, surpluses, and deficiencies for recreation facilities in each region.
- A map of proposed annual programs in each region, and a description of any duplication or overlap revealed in the Department of State Planning's and the Department of Natural Resources' review and evaluation of the annual programs.
- Summaries of special studies or research findings.
- Summaries of recent or pending legislation or policy and procedure changes affecting recreation and open space.
- A map or list of Federal surplus property which may be suitable for recreation.

The Data Sheet is expected to provide a general guideline to help persons and agencies participating in park and recreation planning select projects and program their implementation. A more direct application of information to decision-making is the Recreation Program Evaluation Procedure.

Reference is made to Appendices A and B for park definitions and Information System data forms.

INFORMATION COLLECTION AND DISTRIBUTION


Annual Programs and Site Data
Counties and state recreation agencies
Department of Natural Resources
Inventory and Objectives Data
Phase II of Comprehensive Plan
Priority Data
U.S. Census 1960, 1970
Department of Natural Resources priority factor worksheets, and Phase II of Comprehensive Plan
Implementation Data
Department of State Planning clearinghouse information programs and regional offices
Phase II of Comprehensive Plan
Special Studies and Research
State agencies, state colleges and universities, task forces, commissions, consultants
Data Sheet
Department of State Planning
(1) review and comment on Annual Program projects
(2) compile Data Sheet for state-wide distribution
All persons and agencies involved in recreation planning in Maryland

RECREATION PROGRAM EVALUATION PROCEDURE

The purpose of recreation program evaluation is to relate the principles and priorities of the Comprehensive Plan directly to project funding. In this way, it can be assured that projects which are implemented will be consistent with Maryland's open space concept and will further the policies adopted in the Comprehensive Plan. The process should also help to promote inter-governmental coordination and cooperation by identifying duplicate or overlapping proposals. Finally, recreation project evaluation establishes a method to select which projects should be approved for funding, when money is not available to fund all proposals.

The Department of Natural Resources will be the agency responsible for program evaluation. The Department of State Planning's review and comment on a proposal will be required before Program Open Space money will be released.

SUBMISSION OF ANNUAL PROGRAMS FOR SITE DATA

The counties will submit their Annual Program for open space acquisition and development to the Department of Natural Resources and the Department of State Planning (Maryland Annotated Code, Program Open Space Legislation). This program must include all projects proposed by municipalities within the county. Site data required as input to the Maryland Outdoor Recreation and Open Space Information System is included for each site listed in the Annual Program.

The Department of Natural Resources will also compile an Annual Program for its own acquisition and development proposals. Site data will also be required for these State projects.

JUDGEMENT SCORING OF PROPOSALS

In cases where federal assistance is requested, the Department of Natural Resources will attach its judgment evaluation to each State and local proposal. This evaluation should be a brief paragraph on the merits of the proposal, with particular attention to the need for such a project in the designated area. In accordance with the priority ranking system, a judgment score of zero to five points will be given to each local project.

REVIEW OF ANNUAL PROGRAMS

The annual programs and site data are forwarded to the Department of State Planning which will review each project and the inventory and objective data for the region.

CALCULATION OF PROJECT PRIORITIES

The Department of Natural Resources will use the site data submitted with the annual program and the priority data stored in the information system to identify and score the relevant factors for each active proposal.

Local projects will be scored on percent of population change, population density, rank of activity demand in the region, rank of the region for activity demand, conformance with the State Comprehensive Plan, and Department of Natural Resources' judgment.

State acquisition projects will be scored on population within one hour driving time of the site, the natural resources value of the site, the danger of despoliation, and the need for additional natural resource acreage in the county. State development proposals will be scored on population within one hour driving time, the natural resource value of the site, the type of development proposed, and the income level of the county.

The scores for each factor will be totaled to obtain a priority score for each active proposal.

REVIEW OF RECREATION IMPACT OF TOTAL PROGRAM

The Department of State Planning and the Department of Natural Resources will evaluate the impact of implementing the total program of proposals submitted for each region. Within each region, projects of the same type, i.e., county-wide park acquisition proposals, swimming beach development proposals, etc., will be totaled and compared to the requirements of the region for that type of facility.

If the total acreage or units of a given type of facility produces a regional surplus in that category, then the projects proposed in that category should be reviewed in terms of their priority score. The proposal with the lowest priority score should be dropped from active consideration until the total amount of acreage or units of proposals is in balance with the actual needs of the region.

If the total program of proposals creates a surplus in certain activities, there are duplicate or overlapping efforts in the program. The Department of Natural Resources should discover where the problems occur and inform the jurisdictions involved. Likewise, if the proposals neglect facilities which continue to be inadequate to handle the demand, the Department of Natural Resources should again inform local jurisdictions and State agencies. This exchange of information should encourage inter-governmental coordination and promote a balanced recreation program.

RANKING OF RECREATION PROPOSALS

The funds available for recreation projects in the capital budget, in the State share of Program Open Space, or in the county allocation of Program Open Space may not be adequate to finance all the eligible projects proposed in the several annual programs. Therefore, the Department of Natural Resources will rank projects according to their priority score.

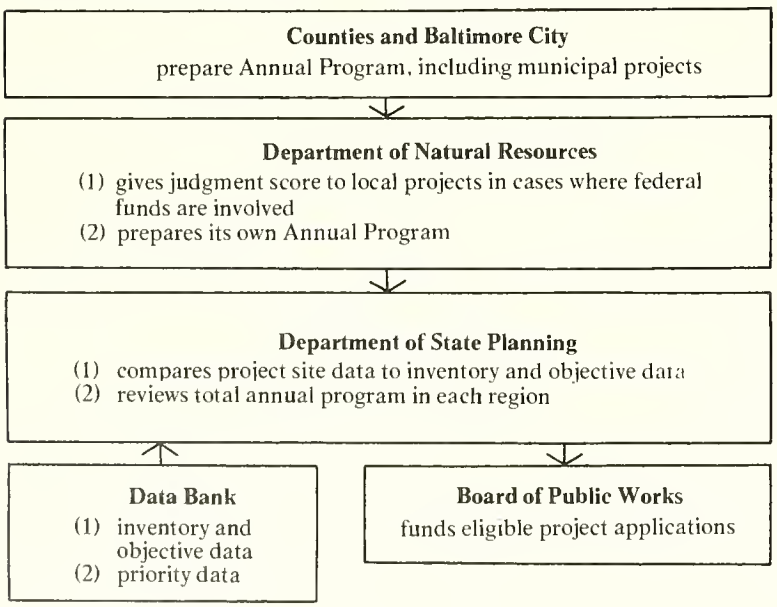
There will be separate lists for State acquisition, for State development, and for local projects. Since the local share of Program Open Space is allocated on a county-by-county basis, local proposals will be ranked within each county rather than on a State-wide or regional basis. The lists of State acquisition and local project priorities along with the list of State development projects will be provided to the Board of Public Works.

REQUESTS FOR PROJECT APPROVAL

The annual program lists all proposed projects of each recreation agency. However, requests for funding approval are made by these agencies on an individual project basis throughout the course of the year. Local agencies seek approval from the Department of Natural Resources.

The recreation program evaluation procedure eliminates projects in the annual program which do not conform to the principles and priorities of the Comprehensive Plan, and it indicates regions and activities where the proposed programs include overlapping projects. Therefore, projects which are submitted for funding approval and have successfully passed through the evaluation of the annual program should receive automatic endorsement. Actual funding of the project will depend upon the amount of money available in the relevant account.

RECREATION PROGRAM EVALUATION PROCEDURE


Counties and Baltimore City
prepare Annual Program, including municipal projects
Department of Natural Resources
(1) gives judgment score to local projects in cases where federal funds are involved
(2) prepares its own Annual Program
Department of State Planning
(1) compares project site data to inventory and objective data
(2) reviews total annual program in each region
Data Bank
(1) inventory and objective data
(2) priority data
Board of Public Works
funds eligible project applications

GUIDELINES FOR LOCAL RECREATION PLANS

Guidelines for local recreation plans will be developed to encourage and assist those counties without plans to initiate a comprehensive recreation and conservation planning effort. The guidelines will indicate those planning items which ought to be included in a recreation plan to meet eligibility requirements for State assistance programs. The establishment of these common guidelines will encourage plan compatibility from one jurisdiction to the next and will facilitate regional cooperation among jurisdictions. The guidelines will also assure that local plans will be compatible with the Maryland Outdoor Recreation and Open Space Information System. This will be helpful to both the State and the locality in maintaining an up-to-date inventory and evaluation of Maryland's recreation resources.

A. Introduction

The Introduction will describe the general purpose of the report, the need for open space and recreation planning and programming and responsibilities for provision of recreation.

B. Background and Organization — Facing the Present and Future

1. A description of the background and needs which require the provision of open space and recreation.
2. The local existing legal responsibilities and organization necessary, including other related local agencies that should be integrated into a plan for providing effective recreation. Items to be considered include:
   a. Influences necessary for recreation
   b. The legal authority
   c. Joint community effort, including school Board and related agencies
   d. Organization for recreation

C. Planning for Recreation

1. A description of Open Space and Recreation Planning and how it relates to the Community, Regional and State Comprehensive Planning activities.
2. A description of the Open Space and Recreation Plan including methodology, and an outline and description of the basic elements:
   a. Introduction and Background
   b. Inventory of Existing Conditions
   c. Analysis, evaluation and forecast of community needs
   d. Goals and objectives
   e. Recommended Plans and Action Programs

3. All of the above include consideration to seven major elements of a Recreation Delivery System including:
   a. Organization and Administration
   b. Recreation Programs
   c. Recreation Facilities
   d. Maintenance and Operations
   e. Financial, Budgeting and Priority Determination
   f. Environmental and Open Space
   g. Public Relations and Communication

D. Action and Implementation

The Action and Implementation Section will describe the method of land acquisition, site development, budgeting and financing and facility operation and maintenance.

1. Land acquisition will be described including site selection and acquisition process from initial survey through appraisals, title searches, grants-in-aid, negotiations, options, condemnations, and closing in fee simple purchase. Strategies for acquiring land in both urban and rural areas will be discussed. Lesser than fee-simple acquisitions will be outlined as well as legal techniques such as zoning and subdivision regulations.
2. The site development process will be described including initial site investigations, master development plan, surveys, preliminary plan, cost estimates, final construction plans, grants-in-aid, bidding and construction. Basic elements of park design will be discussed.
3. Budgeting and Financing process will be described including a summary of Maryland legislation controlling such matters, responsibilities, capital improvements, current budgeting, administration, operation and maintenance.
4. Recreation Programming will be described and how to organize the programs for effective use of facilities and to effectively meet the recreation demands of the community, including methods and responsibilities.
5. The Consultant's role in assisting local communities will be described.

E. Other Considerations and Appendices

Other appropriate information where desirable to supplement the main body and contents of the report will be provided as appendices to the report.

SPECIAL STUDIES FOR CONTINUING PLANNING

The importance of maintaining up-to-date recreation and open space statistics has been discussed in reference to the proposed Outdoor Recreation and Open Space Information System. Equally important is the discovery of new information and of the relationships between recreation and open space factors and the rest of the environment. Listed below are topics for study which the State might investigate to obtain a clearer understanding of the recreation and open space resources in Maryland. In certain cases, the research is needed to provide the factual basis for policy formulation; in other instances it is required to make intelligent design decisions.

The research activity can be conducted by a State agency, or it might be contracted to a university or private consultant. The research results can be incorporated into the planning process through the information system. The findings of the several studies might indicate a need for modification of the basic inventory of recreation areas, of capacity ratings, or of acquisition and development objectives. The results will also be incorporated into the design program for the master plans of particular sites. The work program following this section indicates a time frame and a suggested agency to be responsible for the study.

1. INVENTORY OF PUBLIC AND PRIVATE RECREATION ACREAGE AND FACILITIES

Research is necessary to fill the gaps in the inventory obtained during the preparation of the Comprehensive Plan. The inventory suffered from incomplete and inconsistent responses from the local jurisdictions and a very poor return of questionnaires sent to private recreation facility managers. A complete and accurate inventory will be compiled and included in the State Information System.

2. RECREATION DEMAND SURVEY

This survey is also an effort to supplement information originally developed in Phase II in which demand estimates were obtained by applying the results of a 1962 nation-wide survey to the State of Maryland. Projected demand was obtained in a similar manner from a 1967 nation-wide study.

There were certain limitations to this indirect approach. The nation-wide studies did not include the recreation demand of children under twelve years old, and the studies were limited to only twenty-three activities. Also, there have been significant changes in recreation participation and leisure habits in the five and ten years since the studies were published. Finally, a national, or even a regional survey cannot reflect the impact on demand of the recreation opportunities provided by Maryland's unique and varied topography. A direct survey of Maryland residents will provide a more complete and accurate profile of the State's recreation preference.

3. RECREATION SITE USER SURVEY

This investigation would identify those factors which influence the quality of recreation experience. The data would be obtained by a sample survey of per-

sons using different types of parks. The findings would be useful in park design and in the evaluation of park capacity.

4. RECREATION IMPACT ON NATURAL ENVIRONMENT

In recent years, the public's outdoor recreation activity has grown so intense that overuse has become a potential threat to the ecological well-being of parklands. Some research should be conducted to identify detrimental effects of recreation use, the level of use, and the length of time it will take an area to recover. The results of such a study would complement the site user survey and help determine park admissions policy. If the potential threat to the environment is very serious, the findings could provide the guidelines to establish a park rotation system analogous to crop rotation.

5. EFFECTS OF MULTIPLE USE OF WATER BODIES

This research might be done in conjunction with the study of recreation impact, or as a separate item. The research should particularly investigate the health, safety and biological implications of using reservoirs for various water-oriented recreation activities. It should also investigate the compatibility of different uses on the same water area. Based on the results of the study, streams, rivers, lakes, and ocean front might be zoned to permit certain activities and restrict others.

6. RECREATION IMPACT ON THE LOCAL COMMUNITY

Ski areas, State parks, beach resorts, and commercial recreation parks draw users from long distances. Some communities see such an influx of recreationists as a boon, while others object. There should be an objective analysis of the positive and negative effects which large recreation facilities have on the local community. The findings would be helpful in location, design and financial assistance decisions.

7. ALTERNATIVE METHODS TO PROVIDING WATER-BASED RECREATION

Examine the potential of Soil Conservation Service impoundments as a substitute for, or in conjunction with, State and local recreation facilities. This will include a brief assessment of existing SCS impoundment recreation use, together with evaluations of proposed impoundments as they come under State review. Emphasis will be on linking SCS and state/local project planning.

8. SCENIC ROADS

One of the highest recreation demands in the State of Maryland is for pleasure driving. To satisfy this demand and provide a quality motoring environment, more information and planning is needed in the area of scenic

resources. Special attention is given to this topic because automobile traffic, highway construction, and development pressure threaten to push the scenery into the background where it may never be recovered. The study should distinguish between pleasure driving where the intent is to arrive at a recreation facility, and pleasure driving where the intent is only the pleasure of the drive. The study should include the following items.

- **Highway Survey:** This would be a survey of existing roads to identify those with a high scenic value. Elements to consider in evaluating scenic value are vistas, roadside landscape, points of historic interest, roadside development which typifies the region's cultural heritage, variety of scenic experiences, and outstanding structures.

- **Evaluation:** Roads which rank well in scenic value should then be evaluated in terms of eight criteria; accessibility, adaptability to development, compatibility, competing uses, design and safety, location and geographic distribution, quality, and variety. These criteria are defined in Phase II, the Comprehensive Plan.

- **Scenic Roads Designation:** Based on the evaluation, certain highways will be designated as scenic roads. The designation should include the historic tours in the Historic Preservation Plan. This item will also consider special legal protection of designated scenic resource areas.

- **Detailed Corridor Studies:** These studies would be done for each of the designated roads. Included in each study would be a physical description of the roadway's width, alignment, elevation, and structures, as they relate to scenic enjoyment. Existing traffic patterns and traffic projections, existing development and zoning would also be mapped. The map would locate and identify the scenic elements and it would pinpoint elements which were detrimental to the scenic experience. An area map should indicate the area within view from the road.

- **A Plan for Scenic Preservation and Enhancement:** Based on the detailed studies, the plan would include recommended road changes to take better advantage of vistas or other scenic assets. It would include zoning recommendations and other land use regulations such as easements or purchase of development rights which would preserve the scenic quality. It would also make suggestions for landscape improvements and compatible advertising techniques.

9. PRIVATE OUTDOOR RECREATION

The recreation demand analysis in Phase II measured total demand for twenty outdoor activities. The total included recreation at both private and public

facilities. However, the inventory analysis did not provide a detailed evaluation of the private sector. Furthermore, it was not made clear in Phase II just how much of the total demand should be considered a public responsibility. In order to avoid unnecessary public expenditures and unwanted competition with private recreation facilities, further study of private outdoor recreation should be conducted. The study should include the following items:

- **Inventory of Private Outdoor Recreation:** The inventory should identify areas by location, type of recreation activity, acreage, number of facilities, capacity attendance and degree to which they are open to the public.

- **Trends in Private Recreation:** This section should cover the success or failure of private recreation enterprises and identify those factors — physical, financial, managerial — which have major impact. The analysis should include a survey and evaluation of past cooperation between public and private spheres in the use of easements, tax arrangements, cost-sharing, zoning, etc., to see how such cooperation has influenced the recreation operation.

- **Concessions Evaluation:** There should be a review of the many types of concessions operations. It would cover the various types of concessions contracts, special restrictions, admission scales, revenue, and compatibility with other activities. It should also identify new areas, such as marinas or ski slopes, in which concessions operations might be successful.

- **Estimate of Private Share of Demand:** The attendance figures should be reviewed and a survey should investigate how often users choose the private facility and how often users choose a public area. This information should be used to develop an estimate of the percentage of total demand which private recreation areas can be expected to satisfy. These estimates should be made for each activity in the demand analysis.

10. SPECIAL RECREATION

It is a goal of the Maryland Outdoor Recreation and Open Space Plan to make recreation opportunities available to everyone in the state. Because there are certain groups within the state — the aged, the handicapped, the institutionalized — which have unique characteristics, it is important to study their particular recreation requirements. The study should include the following items:

- **Special Population Survey:** This survey would estimate the number of people in each of the special groups, and describe their geographical distribution.

- **Unique Problems:** The particular limitations which age, handicap, or institutionalization place on persons should be described and evaluated for implications relating to recreation.

- **Activity Preferences of Special Groups:** This item would survey populations to identify their recreation preferences.

- **Special Recreation Deficiencies:** The existing recreation facilities will be examined to see how well they accommodate the needs of special groups and to identify activity, design, and program areas where they fall short of satisfying special needs.

- **Improvement Recommendations:** Proposals should be made to make community recreation resources accessible and usable for the aged, handicapped, and institutionalized. Recommendations should include sketches or typical designs for any special physical features which should be added to community recreation sites. They should also include suggested numbers of special facilities and location. For example, one recently acquired park and one existing park have been designed to meet the needs of the handicapped. Both of these, Greenwell State Park and Patapsco State Park, should be studied further to determine the effectiveness of their approaches to the problem.

11. ISLANDS

Maryland has 247 islands. Many are potential recreation resources and all are valuable as peaceful, natural retreats from megalopolis. They are also vulnerable to development and overuse. This study will investigate the 84 islands listed in Phase II and will include the following items:

- **Existing Conditions:** For each island there will be a map showing location, size, development characteristics, natural characteristics and ownership.

- **Problem Areas:** The problems which threaten the well-being of an island will be examined. The examination will cover water quality, erosion, sanitation, development, accessibility, and recreational abuse.

- **Recreation and Conservation Proposals:** These will be recommendations as to how each island's recreational value should be managed, what restrictions should be adopted to prevent detrimental overuse, and who should be responsible for implementing the required measures.

12. TRAILS

Several of the recreation activities measured in the demand analysis were trail-oriented. These included nature walking, skiing, hiking, bicycling, and horseback riding. Other trail activities not included in the demand analysis are motorcyle and snowmobiling, which are new, but rapidly expanding forms of popular recreation. To meet these demands, State and local government should cooperate to develop a complete trail system. This study will include the following items:

- **Inventory of Existing Trails:** The inventory would map all existing trails, cleared utility rights-of-way, log or service roads, and paths adjacent to roads and railroads.
- **Points of Interest:** Along the trails, points of interest will be identified. This will include vistas, geological formation, flora and fauna, history, recreation opportunities and rest stops.
- **Compatibility of Uses:** This section of the study would evaluate the suitability of the trails for the several types of trail-oriented recreation.
- **Trail Plan:** Recommendations will be made for the location of trails, the types of use for each trail, and design standards for the different types of trail, i.e., bike, horseback, snowmobile, etc. As a minimum, the plan will reflect the demand for trail recreation shown in the demand analysis.

13. SCENIC RIVERS

Six of Maryland's rivers have been designated as "Scenic Rivers" by the Scenic Rivers Review Board. A total of seventy-seven rivers were examined prior to the selection of those six. This study will be a progress report on the status of the six designated rivers and a review of the remaining seventy-one to determine if additional waterways should be added to the program. The study will include the following items:

- **Progress Report on Six Designated Rivers:** The report should review the conditions along the rivers prior to their designation, indicate what steps have been taken since their designation, and evaluate conditions along the rivers as they are today. The review should cover water quality, development characteristics, fish population, recreation use, cost of improvements, and a general estimate of the success or shortcomings of the scenic rivers program.
- **Action Plans for Six Designated Rivers:** These action plans would specify areas for purchase, jurisdictional responsibility, proposed zone category, sections over which to acquire easements, and site plans for activity centers. Plans would include cost estimates for acquiring control and for development.
- **Concept Plans for Ten Rivers:** Concept plans should be drawn up for the ten rivers which were designated for future study.
- **Review of Remaining Rivers:** The rest of the rivers will be reviewed to determine which should be selected for future study.

14. RECREATION IN STATE FORESTS

Maryland has extensive acreage in forestland, some of which could be used to satisfy growing recreation demands across the State. A study should be performed to determine the extent to which recreation development should be pursued in State Forests and the compatibility of such use with lumbering, mining, and conservation activities in the State Forests. The study would include the following items:

- **Current Use of State Forests:** This would be an identification of areas within State Forests which are being used for intensive recreation, trails, hunting, mining, lumbering, or other activities.
- **Environmental Impact of Current Use:** The different use areas would be studied to evaluate the effect of that activity on the forest.
- **Compatible Uses:** Recreation uses which are not harmful to the forestland would be identified. Uses which could be compatible if certain restrictions were applied would be listed, with the recommended restrictions.
- **Guidelines for Recreation in State Forests:** Locations suitable for the inclusion of the compatible recreation activities would be identified and guidelines suggested as to the balance of recreation and conservation within the forests.

15. MOTORIZED RECREATION

The growth in motorized recreation has penetrated every type of terrain and every season of the year. There are motorboats, motorcyles, mini-bikes, campers, trailers, snowmobiles, and sports cars. These modern forms of recreation are providing immeasurable enjoyment to their many enthusiasts, but at the same time, they can be a nuisance, a hazard, and a threat to the ecological balance of the natural environment. A special study is needed to determine how the State should respond to this growing enthusiasm for motor sports, and to identify the problems and opportunities associated with this contemporary form of recreation. The study should include the following items:

- **Survey of Motor Sports Growth in Maryland:** This survey would list all types of motorized recreation that are currently available and indicate which types are being used in Maryland. Sales and registration figures should be obtained to make an estimate of the number of the different vehicles in use in Maryland. The growth pattern should be plotted over the past fifteen years and projected to 1990.

- **Evaluation of Environmental Impact:** This evaluation should locate the areas around the State which are popular places for motorized recreation. The characteristics of these sites which make them popular should be identified, and the effect of the vehicles on the natural features of the site should be described. If there is any impact on surrounding areas, such as traffic congestion, noise, land use development, etc., these effects should also be described.

- **Evaluation of the Safety of Motor Sports:** In each category of vehicle, the safety record and the factors which affect the safety performance must be evaluated.

- **Estimate of Commercial Opportunities:** This item should establish the dimensions of the opportunity for commercial development of motor sports facilities. It should inventory existing commercial facilities such as marinas, camper parks, go-cart tracks, or mini-bike trails, and chart the fees which users are paying for these facilities. Based on the fee profile, the development cost data, and the growth projections, an estimate should be made as to which types of motor sports will be commercially profitable.

- **Environmental Design and Safety Standards:** This section of the study would be devoted to developing regulations and standards to control any harmful or dangerous effects associated with motor sports.

16. SECOND HOME STUDY

In the last decade there has been an increasing growth of second homes in the State, particularly in the mountains in the west and on the shores of the Chesapeake Bay and Atlantic Ocean. While these homes are initially intended for use only on weekends and vacations, it is clear that many second-home developments as well as isolated individual homes are beginning to take on a more permanent, year-round character. Such a change obviously affects the nature of the development and the public services required by the residents.

A study should be undertaken to document and analyze the extent of evolution from recreation-based second homes to more permanent use second homes. The study should identify the consequences of the change and the means by which public bodies can provide an effective approach in the initial planning of such developments.

17. IMPACT OF ENERGY PROBLEMS ON RECREATION PLANNING

The country is experiencing the initial effects of an apparent long-term energy crisis. One effect already felt is a shortage of gasoline. This situation will clearly have an impact on outdoor recreation and open space planning. Will the demand for "driving for pleasure" substantially diminish? Will demand for activities dependent on long-distance travel decrease? Will demand for closer to home, local parks increase? Will the already greatly expanding demand for bicycle trails grow still more? A study should be undertaken to carefully examine these issues.

WORK PROGRAM
SPECIAL STUDIES FOR CONTINUING PLANNING

		1974	1975	1976	1977	1978	Suggested Responsible Agency*
1.	Inventory of Public and Private Recreation Acreage and Facilities				////////		DSP
2	Recreation Demand Survey				////////		DSP
3.	Recreation Site User Survey		////////	////////	////////	////////	DNR
4	Recreation Impact on Natural Environment			////////	////////		DNR
5.	Effects of Multiple Use of Water Bodies			////////	////////		ITF
6	Recreation Impact on the Local Community		////////	////////			ITF
7	Alternative Methods to Provide Water-Based Recreation			////////	////////		ITF
8	Scenic Roads	////////	////////	////////	////////	////////	ITF
9	Private Outdoor Recreation			////////	////////		DSP
10	Special Recreation		////////	////////			DNR
11	Islands		////////	////////			DNR
12	Trails		////////	////////			ITF
13	Scenic Rivers	////////	////////	////////	////////	////////	ITF
14	Recreation in State Forests			////////	////////		DNR
15	Motorized Recreation		////////	////////			ITF
16	Second Home Study	////////	////////	////////	////////		DSP
17	Impact of Energy Problems on Recreation Planning	////////	////////	////////			DSP

* DSP = Department of State Planning DNR = Department of Natural Resources ITF = Interagency Task Force

PLANNING COORDINATION

The Maryland Outdoor Recreation and Open Space Plan, developed by the Department of State Planning, is a major element in the State's planning program. But equally important planning work is being done for other Statewide functional systems and by other levels of government. These other planning activities include special studies of certain aspects of recreation and conservation, such as scenic rivers and wetlands. They also include transportation, watershed and school planning.

At certain critical points, these planning activities overlap. They are the parts of a plan which require cooperation and coordination between different agencies in order to produce coherent and compatible plans and effective implementation.

PLANNING ACTIVITY COORDINATION

Planning activities which interact with the Maryland Outdoor Recreation and Open Space Plan are discussed below. The overlap areas are described, and the implications for implementing the Outdoor Recreation and Open Space Plan are expressed as an Inter-Activity Action Strategy.

MARYLAND STATE LAND USE PLAN

The legislation creating the Maryland Department of State Planning (Articles 41 and 88C, Annotated Code of Maryland) assigns to the Department the responsibility of preparing and keeping up-to-date "A plan or plans for the Development of the State, which plan or plans collectively shall be known as The State Development Plan." The aim is to provide a coordinated basis to guide the future development of the State in such a way as to assure the general welfare and prosperity of the people of Maryland. It is to be based on studies of social, economic, and physical condition and trends in the state.

Based on the Department's responsibilities as stated above, numerous special studies and continuing planning responsibilities have been completed or are currently underway by the Department of State Planning. These include the preparation and maintenance of the State Comprehensive Outdoor Recreation Plan (SCORP), a study of the wetlands of Maryland, the preparation of The State Historic Preservation Plan, and the preparation of a State Land Use Plan.

The Land Use Plan will describe general patterns for the development of land and related land facilities and services, as well as suggest policies for the management of the State's resources. The Land Use Plan will be prepared to meet the following objectives: 1) To provide a framework within which the State and Local Governments can render land use decisions; 2) To assure that Maryland's finite supply of land is most effectively managed in the best interest of the social, economic, and physical well being of the State's citizens; 3) To protect and preserve the integrity of valuable historical, cultural, ecological, recreational and aesthetic resources; 4) To promote the achievement of orderly development patterns to maximize public investment; 5) To promote more humanized living, circulation, employment, and public service patterns and characteristics which will enhance the quality of life of the State's citizens.

INTER-ACTIVITY ACTION STRATEGY—STATE LAND USE PLAN

1. The goals and objectives developed and adopted in the State Comprehensive Outdoor Recreation Plan as prepared by the Department of State Planning in cooperation with the Department of Natural Resources should be incorporated into the general framework of the State Land Use Plan.

2. Inasmuch as the Maryland Automated Geographic Information System provides the most complete informational capability, the updating and maintenance of the State Outdoor Recreation and Open Space Plan should incorporate these capabilities to optimum advantage.

3. The State Land Use Plan should serve as a mechanism through which the implementation of the State Comprehensive Outdoor Recreation Plan should be conducted.

4. The State Land Use Plan should also serve as the coordinating mechanism through which other recreation related planning efforts should be channeled such as the Historic Preservation Plan, scenic rivers and highways plan, and recreation trails plans.

WETLANDS IN MARYLAND

This study surveyed wetlands across the entire State. Most wetlands are coastal, but there are also about 30,000 acres of inland freshwater wetlands. Wetland acreage is being lost to agricultural drainage projects and filling projects for development or waste disposal. Water pollution due to sewage disposal and marina construction is harming wetland fish populations. It is the goal of the Wetlands Study to develop a comprehensive wetlands management program. A main item in this program will be the mapping and evaluation of State wetlands to establish priorities for State acquisition.

The Wetlands in Maryland Study has a direct and complete interrelation with the natural features approach of the Maryland Outdoor Recreation and Open Space Plan. The study is a detailed look at the problems and prospects for one of Maryland's special natural resources.

INTER-ACTIVITY ACTION STRATEGY — WETLANDS

1. The Catalogue of Natural Areas in Maryland should be updated.

2. The State Water Resources Law requires a permit to be obtained for any change to be made in the course, cross-section, or current of a State waterway.

SCENIC RIVERS IN MARYLAND

The Scenic Rivers Act of 1968 recognized the ecological, recreational, and aesthetic values of Maryland's many rivers and recommended preservation of these assets for enjoyment by the general public. In pursuit of the goals of the 1968 law, a review of seventy-seven State Rivers was undertaken, and of those rivers six were officially designated as Scenic Rivers.

The six designated rivers are the Patuxent, the Pocomoke, the Youghiogheny, the Wicomico, the Severn, and Deer Creek. For each river, a concept plan was developed which identified existing biological and water quality, human use and interest, and physical features. The plan outlined areas for recreation activity and future development intensity.

Like the Wetlands Study, the Scenic Rivers Study is directly related to the natural features approach of the Maryland Outdoor Recreation and Open Space Plan. The report surveys special natural resources in Maryland, and evaluates them for priority action.

INTER-ACTIVITY ACTION STRATEGY — SCENIC RIVERS

1. Detailed implementation plans should be prepared for the six rivers designated as official "Scenic Rivers." These would identify sites for acquisition, development controls, scenic easements, and water quality improvement.

2. Remaining rivers should be reexamined to determine whether they should be granted scenic designation. If there are additional rivers designated, concept plans should be prepared for them.

3. Scenic rivers planning in Maryland should be coordinated with the Department of Interior's planning for National Wild and Scenic Rivers. The Youghiogheny River is now being studied by the Bureau of Outdoor Recreation for possible designation as a wild river. Maryland should also include the Potomac and Susquehanna Rivers in the scenic river program.

4. Recreation facility development along Scenic Rivers should be restricted to the limited use category of recreation area, such as hiking trails and bridle paths. Intensive recreation activities, such as marinas, beaches, or campgrounds, should be confined to designated sites and designed so that parking lots and buildings are kept back from the river to prevent abuse of the natural setting.

MARYLAND HISTORIC PRESERVATION PLAN

The Maryland Historic Preservation Plan includes an inventory of historic structures and sites, an examination of Maryland's most significant historic forces, and a framework for evaluating preservation priorities in relation to those forces. The plan includes an interpretive network of history tours that will tie together several related historic places.

Many of the historic sites included in the preservation plan are open spaces — battlefields, town squares, canals, etc. Many more are buildings with important connections to Maryland's historic forces, or buildings of outstanding architectural merit. These historic places are a part of the recreation and open space resources of the State. Protection of significant sites is important not only to the goals of the Historic Preservation Plan, but also to the goals of the Outdoor Recreation and Open Space Plan. Two popular forms of recreation that the Comprehensive Plan identified were "driving for pleasure" and "sightseeing". Implementation of the Historic Preservation Plan will help satisfy both of these demands by preserving sites to visit and by providing interpretive routes which may be driven for pleasure and education.

INTER-ACTIVITY ACTION STRATEGY — HISTORIC PRESERVATION

1. The special study proposed in the Action Plan for "Scenic Roads" should incorporate the historic tours developed in the Historic Preservation Plan as an integral part of the scenic roads system.

2. Where a State park is located close to a historic site, all efforts should be made to include the site in the park.

TOURISM STUDY

Tourism in Maryland is closely related to the State's outstanding topography and the recreation opportunities it provides. It is also related to the State's proximity to the nation's capital and other points of historic interest.

The impact of tourism on recreation in Maryland was recognized in the demand analysis of the Comprehensive Plan, in which the impact was quantified and included in the overall demand estimates for facilities in Maryland. Tourism is both inter-State and inter-regional, both of which were calculated in the demand analysis.

INTER-ACTIVITY ACTION STRATEGY — TOURISM

1. The State should provide facilities to satisfy recreation demand which is attributable to tourism. If tourist recreation demand can be accommodated, the State and regions will reap the economic benefits of tourism while regional recreation areas, which also serve area residents, will not suffer abuse from overuse.

2. Results of the Tourism Study should be an input into recreation decision-making. The results should be used to review demand estimates for possible revision and to design State parks which include the facilities sought by tourists.

WATERSHED PLANNING

In Maryland, there are numerous agencies involved in watershed planning. There are advisory commissions on rivers such as the Severn or Patuxent which have been specifically targeted in legislation for pollution abatement and clean-up. There are inter-State commissions on the Potomac and Susquehanna. There is the Water Resources Administration, which is in charge of enforcing regulations on water quality and which supervises development of State waters. The Land Reclamation Committee conducts programs to eliminate water and land pollution from strip mining operations. The Army Corps of Engineers is constructing the Bloomington Dam on the upper portion of the Potomac River. The Maryland Environmental Service is preparing river basin plans for county sewer and water construction. The Soil Conservation Service has numerous drainage and impoundment projects underway and in the planning stage.

All of these planning activities interact with recreation and conservation, some more directly than others. The Bloomington Dam, being constructed by the Corps of Engineers, will create a lake of 952 acres, a potential recreation area. However, it is possible that water drainage into the reservoir will be contaminated with mine acid run-off, making it unfit for recreational use. The Land Reclamation Committee is trying to solve this pollution problem and to find potential uses for abandoned strip mines. Some of the mine areas might be suitable for recreation.

The sewer and water systems which are being planned will have an effect on the water quality of the State's riverways. They will also determine the development capacity of vacant land, and the development pressures which extended sewer and water construction programs will place on certain natural areas.

The Soil Conservation Service has thirteen impoundment projects and twenty-five drainage projects in Maryland. Some are complete, some under way or in planning, and some inactive. Agricultural drainage projects account for fifty-two percent of the lost wetlands acreage in the State. The losses were predominantly inland fresh water areas which were reclaimed as farmland. Four impoundment projects which are now in progress cost nearly $10,000,000. Each of these sites is being developed for water-oriented recreation use and will help supply facilities to meet the projected demand.

INTER-ACTIVITY ACTION STRATEGY — WATERSHEDS

1. Develop the recreation potential of Bloomington Dam to reflect the demand profile of Western Maryland with more emphasis on boating opportunities than on swimming and fishing, the latter of which is more than adequately provided at other State facilities in the region.

2. The Department of Natural Resources should put high priorit on mining pollution abatement projects of the Land Reclamation Committee which will affect the water quality in the Bloomington Reservoir.

3. The Maryland Environmental Service should make certain that sewer and water plans are compatible with the concept plans which have been completed for six scenic rivers. These plans show certain portions of the river corridors for intensive use and other portions as natural areas. The location of sewer and water lines will greatly influence the realization of such goals.

4. The Department of Natural Resources includes the Maryland membership on the Inter-State Commission on the Susquehanna River Basin and the Inter-State Commission on the Potomac River Basin. Both rivers should be given at least the same attention within Maryland as Maryland's Scenic Rivers. For most of its course, the Potomac lies within Maryland. Because it is considered a national river, there might be a tendency for the State to neglect it. This should be avoided, and plans similar to those required for the scenic rivers should be prepared for the Potomac and Susquehanna.

5. There should be a study conducted to determine whether recreational benefits are more suitably realized through impoundment projects or pollution abatement projects. The study should consider the amount of demand for water-oriented recreation, the quality of the recreation experience and the location of possible trade-off sites.

PUBLIC UTILITIES PLANNING

Power plant location and operation, and the transmission of power from the plant to its users have occasionally conflicted with conservation and recreation objectives. Plant location can sometimes preempt a proposed park site. Production processes create side effects of air and water pollution, and electric transmission lines will detract from the overall quality of the recreation experience when they are routed through a park.

At the same time, utilities also provide certain opportunities. Water company lands and reservoirs provide expansive areas of open space which relieve the monotony and limit the spread of urban sprawl. These areas are also potential recreation sites and are often used informally for picnicking, fishing and swimming. Transmission rights-of-way sometimes serve also as motorcycle trails, while piers associated with shoreline facilities can be used for fishing. Planning efforts should create a workable balance between the growing consumption of power and the condition of the natural environment.

The Department of Natural Resources, through its power plant siting program, should closely examine the potential multiple use of the sites for recreation, both as a temporary facility before power plant construction and a permanent one after project completion.

INTER-ACTIVITY ACTION STRATEGY — PUBLIC UTILITIES

1. The Maryland Outdoor Recreation and Open Space Plan has proposed the use of water supply reservoirs for public recreation wherever feasible. To determine feasibility, a special research project is proposed in the Action Plan to investigate the effect of multiple use on water supply and to establish guidelines for such multiple use.

2. The Federal Power Commission now asks that all power projects be multi-purpose and include recreational facilities. To meet these new requirements, the Pennsylvania Electric Company has proposed some additional active recreational development on Deep Creek Lake. The lake area may be saturated with active recreation. This proposal should be carefully reviewed to determine its effect on the lake and the quality of recreation enjoyment.

3. Federal research should investigate the roots of growing power consumption to see what it is being used for and whether those activities are valuable enough to warrant compromising the natural environment. Some estimate should be made of trade-off values such as the benefits derived from use of power luxuries versus the benefits of public recreation areas.

4. It is a policy of the Maryland Outdoor Recreation and Open Space Plan to encourage the use of utility easements for outdoor recreation. The Action Plan outlines a work program for a special study to develop a State-wide trail system. Utility easements should be examined as a part of this study to determine which type of recreation is suitable along their corridors. Easement corridors should be linked to the trail network as an integral part of the recreation system.

5. Proposals for public utilities construction should be reviewed for their recreation and open space impact by the Department of State Planning. A more inclusive review should encourage utility development which is sensitive and responsive to planning values in other functional areas.

SCHOOL PLANNING

There is a very close relation between education and recreation. This is especially true within the local community where the school/park is a common facility. However, it often happens that the value of recreation is not given the full weight it deserves in the planning of facilities. Some counties are planning school/parks which accommodate the needs of both to the fullest extent. But many plan such facilities with the view that recreation is secondary to education and its goals less important.

On a higher education level, colleges and universities provide athletic facilities for their students and faculty and athletic contests which serve as recreation for thousands of spectators.

Educational programs also have an impact on recreation and open space. The activities which are taught in physical education classes and extra curricular clubs will influence activity demand pressure on the park system. Environmental education programs will also influence popular appreciation

of the inter-relatedness of man and nature and create new demands for conservation areas to serve as outdoor classrooms.

The Interagency Committee for State and Public School Construction has prepared minimum standards for open space and outdoor recreation land adjacent to school sites. The recommended standards are in Appendix C.

INTER-ACTIVITY ACTION STRATEGY — SCHOOLS

1. In communities where school/parks are used to provide neighborhood and community recreation facilities, both the Recreation Board and the Education Board should plan the facility. Cooperation should start with site selection, and include facility design and program scheduling. Equal weight should be given to recreation in this planning process. The school/park is a technique for supplying neighborhood recreation objectives, and it should meet the standards for a neighborhood park. The school/park should be larger than a school site alone, in order to meet the needs of the entire neighborhood population.

2. The Department of Natural Resources should cooperate with the State Board of Education's effort to provide a total environmental education program. The Department of Natural Resources should cooperate by providing technical advice, and by designing its own outdoor facilities to accommodate the requirements of an environmental education program.

3. The Maryland Outdoor Recreation and Open Space Plan illustrated a network of "natural features" throughout the State. Some of these areas were identified as acquisition or protection areas for recreation and conservation purposes. This network should be used as a guide to the State Board of Education, which recommends ". . . locating schools adjacent to parks or other appropriate public or public utility open spaces. Where this is not possible, consideration should be given to arranging for use of contiguous or readily accessible privately owned land."

TRANSPORTATION PLANNING

Because of the extent of its impact and the numerous activities it covers, transportation planning impinges on a wide range of recreation and conservation activity. Railroads, highways, airports, and waterways are parts of transportation planning, and each intersects with certain types of recreation.

Railroads are used by railroad history enthusiasts for scenic day-trips and picnic excursions. The railroad rights-of-way are potential links in a trail system for biking or hiking.

Highways are the determining factor in the accessibility of parks to users. They are also recreation facilities in themselves, since "driving for pleasure" and "sightseeing" are major leisure activities. Some highway rights-of-way provide paths for bicycling and some include rest stops and picnic areas.

Airports are not only for transportation. Recreational flying is increasing along with activities such as skydiving. The airport is also a sightseers attraction, drawing people who enjoy planes.

Certain recreation possibilities have been created in conjunction with marine transportation. The Chesapeake and Delaware Canal of the Corps of Engineers is abutted by open space, some of which will be developed for active recreation use.

The Department of Transportation is currently conducting a bicycle study which will recommend demonstration bikeways throughout the State. The effort will include bicyle riding for combined recreation and transportation.

Interaction between transportation and recreation and open space is not always positive. Highways have notoriously pushed their way through parklands and conservation areas. Disruption and pollution from marine transportation have also destroyed the ecological balance of natural areas and made certain waters unfit for recreational use.

INTER-ACTIVITY ACTION STRATEGY — TRANSPORTATION

1. The Department of Transportation should update its 1965 Scenic Roads Survey as suggested in the outline work program included in the Action Plan.

2. The Department of Transportation should be encouraged to recognize recreation as one of the multiple functions of highways. Rest areas and picnic areas should be expanded, and facilities provided for overnight campers. Overnight areas would be especially desirable along major tourist routes to resort sites. Interpretive displays and information centers should be included at selected rest areas. A system of environmental markers could be set up where the highway has cut through significant geological forms or forested areas.

3. Multiple use of highways and railroad rights-of-way should be encouraged. "Excessive" rights-of-way should be provided for bicycling, horseback riding and hiking. The special study of State trails should include a review of existing and proposed rights-of-way to identify those which are suitable for recreational use. The added facilities should only be developed where an enjoyable recreation experience is possible.

4. The Army Corps of Engineers is developing recreation facilities at the C & D Canal.

5. The State Airport Plan should investigate the growth of recreational flying and the possibility of recreational facilities adjacent to airfields.

MILITARY INSTALLATIONS AND OTHER FEDERAL PROPERTY

All three branches of the military maintain bases and installations in Maryland. There are six Navy installations, seven Army installations and one Air Force base. The Veteran's Administration and the Department of Agriculture also have large properties in Maryland. Some of these properties have open space areas associated with them and, because of their location within Maryland's population concentration along the northeast corridor, or because of their situation on the waterfront, they are attractive sites for recreation areas.

Recreation facilities on military bases are not open to the general public. However, they are available, by request, to special groups. They might become available to the general public through deactiviation of the installation and declaration of the site as "surplus" Federal property. The surplus category is the area in which recreation planning and Federal property management become inter-related.

Executive Order 11508 directed the General Services Administration to review all Federal land holdings to determine whether they are still needed, and in particular, to determine the feasibility of their conversion to parkland under the "Legacy of Parks" program.

Land which is to be reviewed must first be declared "excess" by the agency which occupies it. The excess sites are then made available through the General Services Administration to other Federal agencies which might have a use for the property. If no Federal agency needs the site, it is made available to State and local governments with the possibility of up to 100 percent public benefit allowance on the price of the site. Finally, if the State and local jurisdictions do not take the property, it is offered for public auction by sealed bid.

Numerous federal installations throughout the State have been or will be offered to the State and local jurisdictions according to the above procedure. Many of these sites have recreation potential and may be added to Maryland's recreation inventory.

INTER-ACTIVITY ACTION STRATEGY — FEDERAL PROPERTIES

1. The General Services Administration should continue to implement the directives of Executive Order 11508. The Department of State Planning's Clearinghouse Information Officer should be the point of contact between the General Services Administration and the State. Notification of available Federal lands for public recreation should go to all Maryland jurisdictions.

2. Available land should be reviewed by State and local recreation agencies in light of their recreation needs and their comprehensive plans for recreation facilities.

INTER-GOVERNMENTAL COOPERATION

Planning for recreation and open space involves many agencies and departments at Federal, State and local levels of government. Because there are so many different units of government involved, several programs and procedures have already been developed in Maryland to promote intergovernmental cooperation. This section describes existing methods of cooperation and it also describes how certain proposals, recommended in the Action Plan, will encourage further cooperation.

STATE CLEARINGHOUSE PROGRAM

The State Clearinghouse was instituted to meet the requirements of the Intergovernmental Cooperation Act of 1968. The purpose of the Clearinghouse is to review Federal projects within Maryland and Federally-assisted State and local projects to determine their consistency with comprehensive planning objectives at all levels of government.

At the State level, the Department of State Planning has been designated as the Clearinghouse Agency. Furthermore, two Regional Clearinghouses coordinate plans and projects among local jurisdictions. Proposals are reviewed by the Department of State Planning to assure consistency with State-wide plans. When the State Clearinghouse receives a proposal from a Federal, State or local agency, it notifies all potentially interested State agencies and other parties and requests their comments. If the comments reveal conflicts or inconsistencies, the Department of State Planning arranges meetings of the parties involved to seek a solution to the problem.

The Federal government has several park projects in Maryland, and many State and local open space land proposals are Federally-assisted. Such projects benefit from the coordination achieved through the State Clearinghouse. Most of the projects that have been reviewed and coordinated by the Clearinghouse have been sewer and water proposals, highway proposals, or open space land proposals. The significant inter-relation be-

tween the Maryland Outdoor Recreation and Open Space Plan and planning for highways or sewer and water construction has already been emphasized. Channeling proposed projects through the Clearinghouse reveals any inconsistencies in the plans and provides the opportunity and the mechanism to resolve any problems.

PROGRAM OPEN SPACE

Realization of the Maryland Outdoor Recreation and Open Space Plan depends heavily on positive action by local government to fulfill the recreation requirements of their region. Program Open Space was designed to provide the incentive and resources for that positive local action. It was further designed to coordinate local proposals with the State Comprehensive Plan.

This coordination is obtained through a series of plan reviews which are a condition of Program Open Space funding. In order to obtain funds, an application must be reviewed by local planning agencies to assure conformance with local comprehensive plans. Proposals must also be reviewed by the regional planning agency to determine their compatibility with area-wide planning. And they must be reviewed by the Maryland Department of Natural Resources to make certain the project is consistent with State plans. The Department of Natural Resources administers Program Open Space, but it recognizes recreation projects might have an effect on, or be affected by, other areas of planning. Therefore, it notifies the State Clearinghouse of all Program Open Space applications.

SPECIAL COMMISSIONS AND TASK FORCES

Increasingly, recreation and conservation planning involves more than one government agency or jurisdiction. Special commissions or inter-agency task forces have been used in Maryland to coordinate this type of planning. The Scenic Rivers Review Board is an illustration of this technique.

The Board was created under the Maryland Scenic Rivers Act of 1968. At that time, its membership included the heads of the Department of Forests and Parks, the Department of Natural Resources, the Department of Game and Inland Fish, the Department of Chesapeake Bay Affairs, the Maryland Geological Survey, and the Maryland Environmental Trust. To support the Board, a technical task force was created, composed of staff members from each of the departments.

Governmental reorganization in Maryland has consolidated many outdoor resource agencies and departments under the Department of Natural Resources. Such consolidation has a coordinating effect of its own. Still, the inter-agency technique remains an effective and flexible coordination device with particular applicability to the conduct of special studies. As such, it would be worthwhile to employ an inter-agency strategy to perform certain special studies which have been outlined in this Action Plan.

The Scenic Roads Study involves the State Highway Administration, the Department of Natural Resources, the Maryland Historical Trust, the Division of Tourism, and the Department of State Planning.

The study of Special Recreation might include the Department of Health and Mental Hygience, the Board of Education, the Department of Natural Resources, and the Department of State Planning.

Environmental Education Centers have been a study project of the Board of Education, the Department of Natural Resources, the Maryland Environmental Trust, the Maryland Historical Trust, the Department of State Planning and the Maryland Geological Survey.

A study of Maryland's Islands should include participants from the Department of Natural Resources, the Maryland Geological Survey, the Maryland Environmental Trust, the Maryland Port Administration, the Department of Health and Mental Hygiene, and the Department of State Planning.

The study of Maryland's Trails ought to involve the Department of Natural Resources, the State Highway Administration, the Maryland Historical Trust and the Department of State Planning.

REGIONAL OFFICES OF THE DEPARTMENT OF STATE PLANNING

The Department of State Planning has delineated seven planning regions in the State. The regions are Western Maryland, Frederick, Baltimore, Suburban Washington, Southern Maryland, Upper Eastern Shore and Lower Eastern Shore. For each of these regions, the Department of State Planning provides regional planners. The State personnel work directly with the local governments to provide technical assistance and information and to coordinate local programs with State plans.

The Maryland Outdoor Recreation and Open Space Plan is sensitive to the differences among regions and to their particular recreation requirements. There are demand estimates, goals, policies, and proposals specified for each region. The regional offices of the Department of State Planning can use this regionalized planning information to strengthen State-local partnerships in the solution of recreation and conservation problems.

REGIONAL PLANNING COUNCILS

Local governments in Maryland have joined together to form Regional Planning Councils. These include the Tri-County Council of Western Maryland, the Baltimore Regional Planning Council, the Frederick Council of Governments, the Maryland-National Capital Park and Planning Commission, the

Wilmington Metropolitan Area Planning and Coordinating Council, the Tri-County Council for Southern Maryland and the Metropolitan Washington Council of Governments. These regional councils are voluntary associations of the participating jurisdictions. The councils are financed through local contributions and State and Federal funds and staff with professional planners. Though these councils have only limited advisory powers, they are making valuable contributions to planning within their regions.

The regional planning councils create a forum for discussion of intergovernmental relations between the several municipalities and/or counties within a region. They bring together elected officials and technical personnel from all governments to establish regional policies for recreation and open space and to coordinate the implementation of these policies. Referral and review requirements of many State and Federal assistance programs have increased the regional planning agency's impact on project coordination. In Maryland, all Federally-assisted open space projects must be reviewed by the regional planning councils which act as a local clearinghouse. Projects funded through Maryland's Program Open Space must obtain the same review.

INTER-STATE RIVER BASIN COMPACTS

Maryland is a participant in inter-State compacts on both the Potomac and Susquehanna. The compacts are designed to develop and coordinate the cooperative efforts of the Federal government and the several States. The object of the compacts is to develop comprehensive basin-wide plans for these inter-State rivers.

COASTAL ZONE MANAGEMENT PROGRAM

The Department of Natural Resources was designated as the principal State agency responsible for the preparation and maintenance of a coastal zone management program for the State of Maryland. In accordance with the Coastal Zone Act, the Department of Natural Resources will spend up to three years developing such a program that will be responsive to both the State and local needs. At the successful conclusion and Federal approval of the program, the State will be eligible for funding under certain provisions of the Act.

In the conduct of that effort, the Department of Natural Resources has prepared objectives to serve both as a guide as well as a level of achievement during the next three years. The objectives of the Coastal Zone Program are to identify and develop mechanisms to protect and enhance critical areas that are located within the Coastal Zone; to develop guidelines and standards regarding the conduct of various state programs and planning efforts related to the Coastal Zone program; and to develop mechanisms to guide public and private utilization of coastal resources to minimize conflict among uses and to protect the natural resource base on which coastal use depends.

A number of studies have been conducted under the Coastal Zone Program that are coordinated and supportive of the objectives outlined in the State Comprehensive Outdoor Recreation Plan. These studies are consistent with the goals and objectives discussed above and includes among others; a study of recreation boating in Maryland, and inventory of public access to the Chesapeake Bay, and a study of wetlands in Maryland. These studies and similar coordinative efforts can be expected to continue between the two programs in the future.

PROPOSED MARYLAND OUTDOOR RECREATION AND OPEN SPACE INFORMATION SYSTEM

The information system will collect and analyze recreation and conservation data for planning and programming purposes. The system will also coordinate information which will complement the Data Storage and Retrieval System of the State Central Information Agency. The maintenance of a recreation and open space information bank and the distribution of the information to all agencies involved in recreation assures the use of uniform data. Coordination of information about recreation and conservation will promote more compatible planning throughout the State and throughout State government.

PROPOSED RECREATION PROGRAM EVALUATION PROCEDURE

The Recreation Program Evaluation Procedure will promote balance, efficiency and coordination in the recreation programs for each region. Annual Acquisition and Development Programs will be submitted to the Department of State Planning by State and local recreation agencies. They will be evaluated for conformity to the Maryland Outdoor Recreation and Open Space Plan's regional recommendations, and for their total impact on regional recreation requirements.

Currently, projects can only be judged on an individual basis as acceptable or unacceptable, depending on conformity to a plan and consistency with Statewide policies. The Recreation Program Evaluation Procedure will improve the review process by permitting comparative evaluations of proposals and by revealing the overall impact of total programs.

LEGISLATIVE ACCOMPLISHMENTS

The State of Maryland has enacted many laws directly and indirectly related to recreation and open space planning. In recent years, as concern over threats to our remaining open space has increased, the legislature has taken a broad and active role in providing the programs and enabling legislation to preserve the public interest in natural open space. The State programs created in the legislature have established State policy on recreation and environmental issues and directed State resources to achieve those policies. At the same time, new laws have been introduced which allow for innovative use of park planning and implementation techniques by local jurisdictions.

REVIEW OF RECENT LEGISLATION

A review of enacted Maryland legislation reveals the breadth and depth of the State's commitment to achieving a recreation network that meets the needs of Maryland residents and visitors. It also reveals the State's commitment to protection of the State's natural environment.

The following bills have created agencies within the Maryland State government which are concerned with the issues of recreation and open space. They have created a broad range of agencies and principal departments which will coordinate the many specific efforts and tie them into a complete environmental program. The bills also show that Maryland has backed its policy commitments with financial resources.

1967 Senate Bill 4: Creates the Maryland Environmental Trust for conserving, improving and perpetuating the quality of the environment. Provides authority for the Trust to acquire, improve, lease, sell and manage properties in furtherance of its given purposes.

1968 House Bill 416: Creates the Scenic River Review Board to develop the Scenic River program in Maryland. Establishes a State policy to protect the quality and fulfill the vital conservation purposes of rivers within this system.

1968 Senate Bill 19: Authorizes the Department of Forests and Parks to administer the Outdoor Recreation Land Loan of 1968. Requires local governments to match funds provided by the State.

1968 Senate Bill 20: Authorizes creation of a State debt in the amount of $1,000,000, the proceeds thereof to be used exclusively for assisting political subdivisions in providing outdoor recreation and open space areas within the State.

1969 House Bill 630: Establishes the Land Reclamation Committee to study, recommend and approve procedures for the prompt and adequate reclamation, conservation and revegetation of areas affected by open-pit mining within the State.

1969 House Bill 1311: Establishes the Department of Natural Resources incorporating the several natural resources agencies of the State. Establishes the department as a principal department of State government to facilitate the coordination of natural resource planning and management throughout the State.

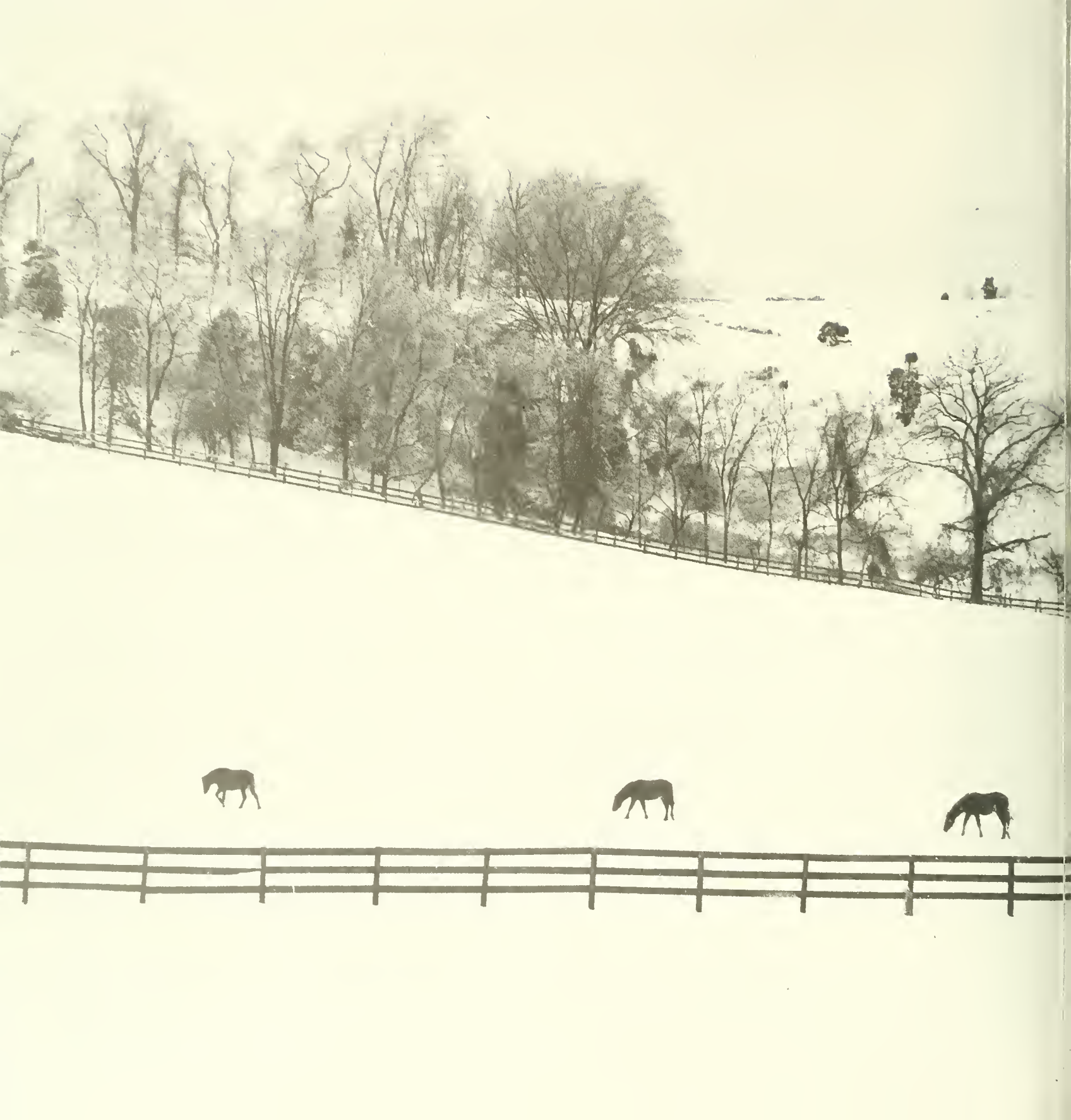
1969 House Bill 1148: Establishes the Department of State Planning as a principal department of State government. Charges the department with the responsibility to coordinate all comprehensive State planning efforts. Charges the department to provide technical assistance to other State agencies and political subdivisions to supplement and develop their planning capabilities.

1969 House Bill 29: Authorizes a State debt of $60,000,000 to be known as "Program Open Space". Authorizes the proceeds thereof to be used exclusively for the purpose of assisting State agencies and political subdivisions with providing outdoor recreation and open space areas.

1970 House Bill 1094: Gives the Secretary of the Department of Natural Resources authorization to abate, prevent and control pollution from abandoned mines. The bill also allows the State to create a debt of $5,000,000 to fund the capital cost of the mine pollution program.

1971 Senate Bill 540: Establishes an Environmental Trust Fund from a surcharge on generated kilowatt hours of electric energy, initially assessed at 0.1 mill per kilowatt hours to be added to customer's bills, to underwrite a power plant evaluation program for the purpose of insuring long-range planning for power plant site selection and acquisition. The bill also authorizes the Secretary of Natural Resources to acquire appropriate sites by agreement or by condemnation, which sites are to be held for sale to or lease by electric companies for electric generating and associated transmission purposes.

1972 Senate Bill 282: Requires the State Highway Administration, Baltimore City, and counties and municipalities of the State to provide, out of local "highway user revenues", reasonable amounts, but not less than one percent in any one fiscal year, for the establishment and maintenance of foot paths and bicycle paths whenever a highway, road or street is being constructed, reconstructed, or relocated through the use of funds received from highway user revenues.



1972 House Bill 851: Authorizes the creation of a State debt of $10,000,000, the proceeds thereof to be used to finance certain capital facilities for the collection, transportation, recycling and disposal of solid wastes. These facilities are to be designed, constructed or operated by the Maryland Environmental Service.

1973 Senate Bill 727: Creates the Maryland Agricultural Land Preservation Foundation and provides for its powers, duties and funding.

Maryland's legislators have realized that, in addition to sound State environmental programs, there must also be coordinated inter-governmental cooperation to produce satisfactory long-term results. This realization has inspired legislation which commits Maryland to work with the Federal government and with other States.

1970 House Joint Resolution 74: Requests the U.S. Army Corps of Engineers and the Maryland Congressional Delegation to insure that the C & D Canal is not enlarged without a lock or other device to prevent flow from the Chesapeake into the Delaware Bay.

1970 House Joint Resolution 11: Requests the Maryland Congressional Delegation to introduce legislation to protect, by land acquisition and scenic easement, the Antietam National Battlefield.

1971 Senate Bill 91: Enacts on the part of Maryland, the Potomac River Basin Compact and to provide with the States of Maryland, Pennsylvania, Virginia, West Virginia and the District of Columbia, and the Federal government for the preservation and improvement of the Potomac River Basin.

1972 Senate Bill 13: Provides for an "Inter-State Environmental Compact" among the State of Maryland and other States and with the Federal government signatory to the Compact to promote inter-governmental cooperation and protection of the environment. The purpose of the compact is to recognize that certain problems transcend state boundaries and to assist and participate in national environment protection programs as set forth in Federal legislation.

The value of open space as a recreation resource and as a natural habitat for wildlife will be diminished if man continues to abuse the land, air and water with waste or indiscriminate development. The next group of bills and resolutions was passed to establish or improve State regulations and policies related to the protection of Maryland's natural environment.

1970 House Bill 285: Provides a State policy for the preservation of wetlands by regulating the filling and dredging of wetlands. It also authorizes the Secretary of the Department of Natural Resources to prohibit certain activities on specific wetlands.

1970 Senate Bill 591: Repeals laws relating to enforcement of air quality control and provides for new and additional procedures for the enforcement of air quality control, for injunctive relief and assessment of civil penalties against violators, for the creation of municipal and county air pollution ordinances and regulations, and for the requirement that permits be issued for the operation of equipment contributing to air pollution.

1970 House Bill 1173: Provides for the control of the pollution of the Severn River as caused by sewage, establishes standards for sewage outflow from treatment plants in the Severn River watershed, and provides penalties for violations.

1970 House Bill 286: Provides that the Board of Public Works shall not convey any interest in land owned by the State due to its relationship to the waters of the State to any other than the riparian or proprietor of the land abutting the land being conveyed.

1972 House Bill 866: Provides that vessels carrying over twenty-five barrels of oil entering the waters of the State must post at least $100 bond per gross ton of the vessel. The bond must be posted with the Maryland Port Authority.

1972 House Joint Resolution 66: Proposes search for a site other than Hart and Miller Islands for dumping of dredge spoil from Baltimore Harbor.

1973 House Bill 1503: Amends the Natural Resources Article to include certain rivers or parts of rivers in the Scenic Rivers Program.

1973 House Bill 1691: Amends the Natural Resources Article, relating generally to the use, regulations and registration of off-road recreational vehicles on certain property.

1973 House Bill 969: Amends the code to include historic resources among those protected by State agencies, and to include historical environmental effects in "environmental effects reports."

1973 House Bill 1022: Amends the Natural Resources Article, requiring the Secretary to provide technical assistance to certain parties in planning, organizing, and conducting leisure activities and recreational programs.

The following legislation is especially significant. Throughout the Maryland Outdoor Recreation and Open Space Plan, the need for a partnership between the public and private sectors is emphasized. Maryland has tried to develop that partnership and much of the effort is contained in the bills listed here.

1968 Senate Bill 168: Authorizes tax credits up to 100 percent for open spaces and open areas in Frederick County.

1969 House Bill 229: Grants a tax credit for open space in Montgomery County provided the State, local or Federal government or the Maryland-National Capital Park and Planning Commission holds the easement or interest, conveyed for not less than five years or in perpetuity.

1969 Senate Bill 711: Provides for tax credit up to 100 percent for open spaces in Carroll County.

1969 Senate Bill 139: Provides for the asessment of agricultural and planned development lands on the basis of current use rather than potential use. Encourages farming and the preservation of open space as amenities necessary to human welfare. Prevents forced conversion of such open space to more intensive uses as a result of economic pressures.

1972 Senate Bill 367: Provides that on lands assessed on the basis of their current use as farmland rather than their potential use, there shall be no development for a use other than agriculture for three years from the last year the land was taxed as a farm unless a payment is made to the Department of Assessments and Taxation equal to two times the difference between the tax as farm and the tax on the full value. The proceeds of the payment will go to the local jurisdiction.

1972 House Bill 1039: Promotes public recreation on private land by encouraging private owners to make land and water areas available to the public for recreational and educational purposes. The bill encourages owners to participate by limiting their liability toward persons entering onto their property for the stated purposes of recreation or education.

1973 House Bill 807: Provides that the State Development Plan shall identify areas of critical concern and shall analyze State grants to local governments; that the Department of State Planning shall establish planning data standards; that the Department may intervene in land use development or construction proceedings; and, that the mandatory elements of a plan shall include areas of critical state concern.

The State provides the authority to govern, and for some purposes, funds, to county and municipal governments. In the area of recreation planning and programming, the following bills increased local authority and the flexibility with which local government could spend State open space grants.

1970 Senate Bill 452: Authorizes the Mayor and the City Council of the City of Baltimore to create a $1,800,000 debt to be used for park and recreation purposes.

1971 House Bill 1197: Provides for greater flexibility in the use of Program Open Space funds by the subdivisions by changing the formula to permit as much as fifty percent of a subdivision's annual allocation to be used for development projects. Twenty-five percent of the annual allocation may be used immediately for development, but the remaining twenty-five percent may not be used for development until fifty percent has been obligated for acquisition.

1971 House Bill 725: Authorizes and empowers chartered and non-chartered counties to sponsor, construct, operate, maintain and finance certain Federally-assisted watershed projects qualifying for assistance under the provisions of the Federal Watershed Protection and Flood Prevention Act.

1972 House Bill 536: Makes counties, the City of Baltimore and municipalities eligible for interest-free loans from the Shore Erosion Control Construction Fund covering the full construction cost of approved projects.

1972 House Bill 1443: Extends Program Open Space into a ten-year program and revises certain procedures so that (1) an annual program must be submitted by local applicants, (2) projects must conform to a comprehensive plan, (3) yearly apportionments may take under-utilization of funds into account and transfer or advance unused allocations for a given year, provided the apportionment formula is fulfilled over the ten-year period, (4) fifty percent of the allocation is restricted to acquisition and the State will pay 100 percent of the difference between total project cost and Federal aid received by the local jurisdiction, (5) the second fifty percent of a jurisdiction's allocation may be used for acquisition or development and the State will grant seventy-five percent of the difference between total project cost and Federal aid to the project, (6) if no word is received on an application for Federal aid after 120 days, the State will award the maximum applicable grant, subject to later correction if Federal aid eventually becomes available.

1973 Senate Bill 608: Designates Program Open Space projects to be funded under the Outdoor Recreation Loan of 1969 during fiscal year 1975, and increases the total amount of funds which the State is authorized to borrow under the Outdoor Recreation Land Loan of 1969, for the purposes of Program Open Space.

APPENDICES

APPENDIX A — PARK DEFINITIONS

CITY-WIDE: Special purpose areas providing one or more specialized activities. Usually one-of-a-kind to serve an entire city or metropolitan area. Amusement parks, zoos, amphitheaters, beaches, and large sports areas are included in this class.

COMMUNITY: Relatively large areas accessible to several neighborhoods, providing varied recreation opportunities. Includes community parks, junior or senior high school athletic fields which are open to public use, etc.

GENERAL OUTDOOR: Primarily rural recreation areas adaptable to a wide range of recreation opportunities including extensive day use and weekend and vacation-type activities. Includes State parks and National Recreation Areas.

HISTORIC AND CULTURAL: Sites associated with the heritage of the Nation, State or local region which are of sufficient importance to merit their preservation. Activities basically limited to those concerned with study of the site. Compatible recreation facilities may adjoin the site.

METRO-REGIONAL: Multiple-purpose recreation areas providing activities requiring a large, natural environment. Provide pleasant, natural surroundings for a variety of activities and can accommodate a large number of people. May include facilities for golf, hiking, winter sports, limited camping, etc.

NATURAL ENVIRONMENT: Usually includes varied interesting land forms such as flora and fauna in an attractive natural setting. Minimal development usually limited to hiking trails, picnicking and primitive camping. Includes most or all areas of large forests, parks, etc., not specifically developed for recreation.

NEIGHBORHOOD: Small day-use areas located within walking distance of potential users. Includes school playgrounds, tot-lots, vest pocket parks, roof-top parks, etc.

OUTSTANDING NATURAL: Possess irreplaceable natural features which should be protected. Activities limited to sightseeing and nature study. Development is minimal.

PRIVATE—MULTIPLE USE: Privately owned sites which provide facilities for a variety of recreation activities. Country clubs are an example.

PRIVATE—SINGLE USE: Privately owned sites, which have facilities for a single recreation activity. Miniature golf courses and horseback riding academies are examples.

URBAN OPEN SPACE: Relatively undeveloped land in urban areas. Includes natural areas such as woods, meadows, orchards, pedestrian malls and passive parks with benches and walkways.

WILDERNESS OR PRIMITIVE: Extensive natural, wild and undeveloped areas usually remote from urban centers. Access limited to foot, horseback or boat. Minimal or no development.

APPENDIX B – DATA FORMS FOR OUTDOOR RECREATION AND OPEN SPACE INFORMATION SYSTEM

I INVENTORY AND OBJECTIVES DATA

To be completed for each region by the Department of State Planning

A. The total existing acreage in each of the inventory categories of recreation and open space. The existing acreage and objectives for the planning categories. The surplus or deficit in the planning categories.

Inventory Categories	Existing Acreage	Planning Categories	Existing Acreage	Acreage Objective	Surplus or Deficit
Neighborhood		Neighborhood			
Community					
City-Wide		Community			
Urban Open Space					
Metro-Regional		County-Wide			
General Outdoor					
Natural Environment		State-Wide			
Historic/Cultural*					
Outstanding Natural		Conservation			
Wilderness/Primitive*					

B. The total number of units or acreage for each of the following activities, the Comprehensive Plan objectives for the activities, and the surplus or deficit.

Activity	Number of Units or Acres	Objective	Surplus or Deficit
Camping			
Tourist Lodging			
Picnicking			
Children's Play Areas			
Sports and Athletics			
Senior Citizen Areas			
Winter Sports			
Golf			
Swimming			
Boating and Water Sports			
Fishing			
Hunting			
Trails			
Sightseeing			
Spectator Events			
Natural Areas			

*Includes Wildlife and Fish Management and State Forests

II SITE DATA

To be completed by local or State recreation agency and submitted with their Annual Program

A. _____
Applicant Agency Name and Address

B. _____
Contact Person Name, Address and Telephone

C. Project Name _____

D. Is this ☐ a proposed area, ☐ an existing area, ☐ an expansion?

E. Location _____
County (Election District)

F. Is the project ☐ acquisition, ☐ development, ☐ both?

G. Type of land use: _____ (see definitions)

H. Acreage of the park
Land (developed) _____
Water _____
Total:
Land (undeveloped) _____
Wetlands _____

I. Is water within site:
☐ lake? ☐ bay? ☐ suitable for swimming?
☐ river? ☐ impoundment? ☐ suitable for non-contact recreation (other than swimming)?
☐ stream? ☐ pond? ☐ unsuitable for recreation?
☐ ocean? ☐ other _____
☐ marsh/bog? _____

J. Is undeveloped land suitable for: ☐ intense recreation?
☐ nature-oriented recreation?
☐ skiing?
☐ scenic open space?

K. Give the total number of facilities and the approximate total acreage developed or proposed to be developed for each of the following activities.

Activity	Number of Facilities	Total Activity Acreage
Camping		
Tourist Lodging		
Picnicking		
Children's Play Areas		
Sports and Athletics		
Senior Citizen Areas		
Winter Sports		
Golf		
Swimming		
Boating and Water Sports		
Fishing		
Hunting		
Trails		
Sightseeing		
Spectator Events		
Natural Areas		

L. (For State projects only.) Check the resource values which exist on the site and score their quality on a scale of zero to three.

Resource	Quality
☐ Water	0 1 2 3
☐ Water Quality	0 1 2 3
☐ Topography	0 1 2 3
☐ Forest Cover	0 1 2 3
☐ Edge	0 1 2 3
☐ Unusual Geologic Features	0 1 2 3
☐ Flood Plain	0 1 2 3
☐ Scenic	0 1 2 3

III. PRIORITY DATA *To be collected by the Department of State Planning*

A. Population of all election districts.

B. Percent population change of each election district 1960-1970.

C. Density of each election district

D. Population within one hour driving time from the center of the election district

E. Median income of all counties.

F. Estimated acreage converted to urban development by 1980 and 1990.

G. Rank order of activity demands in each region

H. Rank order of regions in demand for each activity.

I. Additional State natural resource acreage needed in each county

IV. IMPLEMENTATION DATA *To be collected by the Department of State Planning*

A. List of open space implementation techniques being used by different agencies. A list of possible techniques was compiled in Phase II

B. List of funding sources and programs. Such a list was compiled in Phase II.

C. List by State agency, county, and municipality, of sources from which funds have been sought for the coming year

D. List and map of Federal surplus properties.

E. Map of all State, county, and municipal recreation proposals included in the current annual program.

F. List of State and Federal legislative bills affecting recreation, with a synopsis and indication of their current status.

G. List of recent Federal Policy and Procedure Memoranda with a synopsis and brief evaluation.

H. List and map all public lands with a color coded land use.*

I. List and map cultural facilities and historic sites.*,**

* Department of State Planning Land-Use Code

** Department of Economic & Community Development Maryland Historical Trust Comprehensive Historic Preservation Class

V. IMPLEMENTATION DATA *To be completed by Department of State Planning, Regional Planner*

Jurisdiction _____

What implementation technique does the jurisdiction currently employ?

- ☐ outright purchase
- ☐ installment purchase
- ☐ long-term lease with option to buy
- ☐ purchase and lease-back
- ☐ purchase and resale with conditions
- ☐ easements
- ☐ tax exemptions
- ☐ preferential assessment
- ☐ long-term land use stabilization contracts
- ☐ flood plain zoning
- ☐ open space or conservation zoning
- ☐ condemnation
- ☐ donations
- ☐ land trusts and conservation funds
- ☐ land bank
- ☐ land exchange
- ☐ voluntary agreements
- ☐ tax foreclosures
- ☐ special districts
- ☐ steep slope zoning
- ☐ agricultural districts
- ☐ conservation districts
- ☐ historic districts

APPENDIX C — MINIMUM STANDARDS FOR OPEN SPACE AND OUTDOOR RECREATION LAND ADJACENT TO SCHOOL SITES

MARYLAND PUBLIC SCHOOL CONSTRUCTION PROGRAM
MINIMAL SCHOOL SITES CRITERIA

Current State Recommendation

Elementary	- 10 acres plus 1 acre for every 100 pupils.
Middle or Junior High	- 20 acres plus 1 acre for every 100 pupils
Senior High	30 acres plus 1 acre for every 100 pupils

American Society of Planning Officials (ASPO) Recommendation

Elementary	5 acres plus 1 acre for each 100 pupils.
Middle or Junior High	- 15 acres plus 1 acre for each 100 pupils.
Senior High	- 22.5 acres plus 1 acre for each 100 pupils.

Proposed Recommendation (in acres)

Type of School	Elementary				Middle/Junior High				High School			
Location	Urban		Suburban		Urban		Suburban		Urban		Suburban	
No. of Floors	1	2	1	2	1	2	1	2	1	2	1	2
Small	6.4	4.6	6.8	5.0	10.4	7.5	10.8	8.0	19.2	14.6	19.9	15.2
Medium	9.8	7.1	10.2	7.6	14.5	10.5	15.1	11.1	37.6	38.0	38.0	28.8
Large	12.1	8.3	12.8	8.8	28.1	20.1	28.8	20.8	55.5	41.5	56.9	42.5

Enrollment Sizes	**Small**	**Medium**	**Large**
Elementary	Up to 499	500-799	800-1000
Middle or Junior High	Up to 699	700-999	1000-2000
Senior High	Up to 999	1000-1999	2000-3000

Site Elements

Building - ground floor area plus 10 ft. perimeter space and 25% expansion allowance
Landscaping - includes unusable grounds due to terrain
Circulation - includes roads, walks, parking
Utilities - includes sewage treatment plants
Play area - size based on 125 sq. ft. per pupil in elementary, 150 sq. ft. per pupil in middle or junior high, and 175 sq. ft. per pupil in high school plus 25% expansion allowance

MARYLAND PUBLIC SCHOOL CONSTRUCTION PROGRAM

MINIMAL SCHOOL SITES BASED ON
ASPO*, CURRENT STATE, AND PROPOSED RECOMMENDATIONS

			Number of Acres			
			Site		Building Coverage	
School	Enrollment	Location	ASPO	State	1 story	2 story
Elementary	500	Urban	10	15	6.4	4.6
	500	Suburban	10	15	6.8	5.0
	800	Urban	13	18	9.8	7.1
	800	Suburban	13	18	10.2	7.6
	1000	Urban	15	20	12.1	8.3
	1000	Suburban	15	20	12.8	8.8
Middle and Junior High	700	Urban	22	27	10.4	7.5
	700	Suburban	22	27	10.8	8.0
	1000	Urban	25	30	14.5	10.5
	1000	Suburban	25	30	15.1	11.1
	2000	Urban	35	40	28.1	20.1
	2000	Suburban	35	40	28.8	20.8
Senior High	1000	Urban	32.5	40	19.2	14.6
	1000	Suburban	32.5	40	19.9	15.2
	2000	Urban	42.5	50	37.6	28.0
	2000	Suburban	42.5	50	38.0	28.8
	3000	Urban	52.5	60	55.5	41.5
	3000	Suburban	52.5	60	56.9	42.5

* American Society of Planning Officials

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Series No:	Department of State Planning Publication No. 204
Number of Pages:	72
Abstract:	This Action Plan is Phase III of a three-phase program to develop a Comprehensive Outdoor Recreation and Open Space Plan for Maryland. The Action Plan is a detailed statement of implementation strategies which will be used to realize the policies and proposals developed in the Comprehensive Plan, Phase II. The Action Plan is organized into six chapters. The first chapter is a statement of those recreation and open space policies which provide the overall direction to the plan. The second chapter describes the standards, objectives, responsibilities and priorities which govern acquisition and development. Chapter three summarizes and evaluates the programs for each planning region in the State and describes sources from which funds will be obtained to finance the program. Chapters four, five and six of the Action Plan set forth additional strategies to implement the Comprehensive Plan. These strategies are less direct than acquisition and development, but no less important. The Action Plan will help to create an on-the-ground park system and natural areas network that represent the goals of the State of Maryland, and it will assist in establishing those governmental and planning procedures necessary to maintain a park system that will continue to reflect the State goals.

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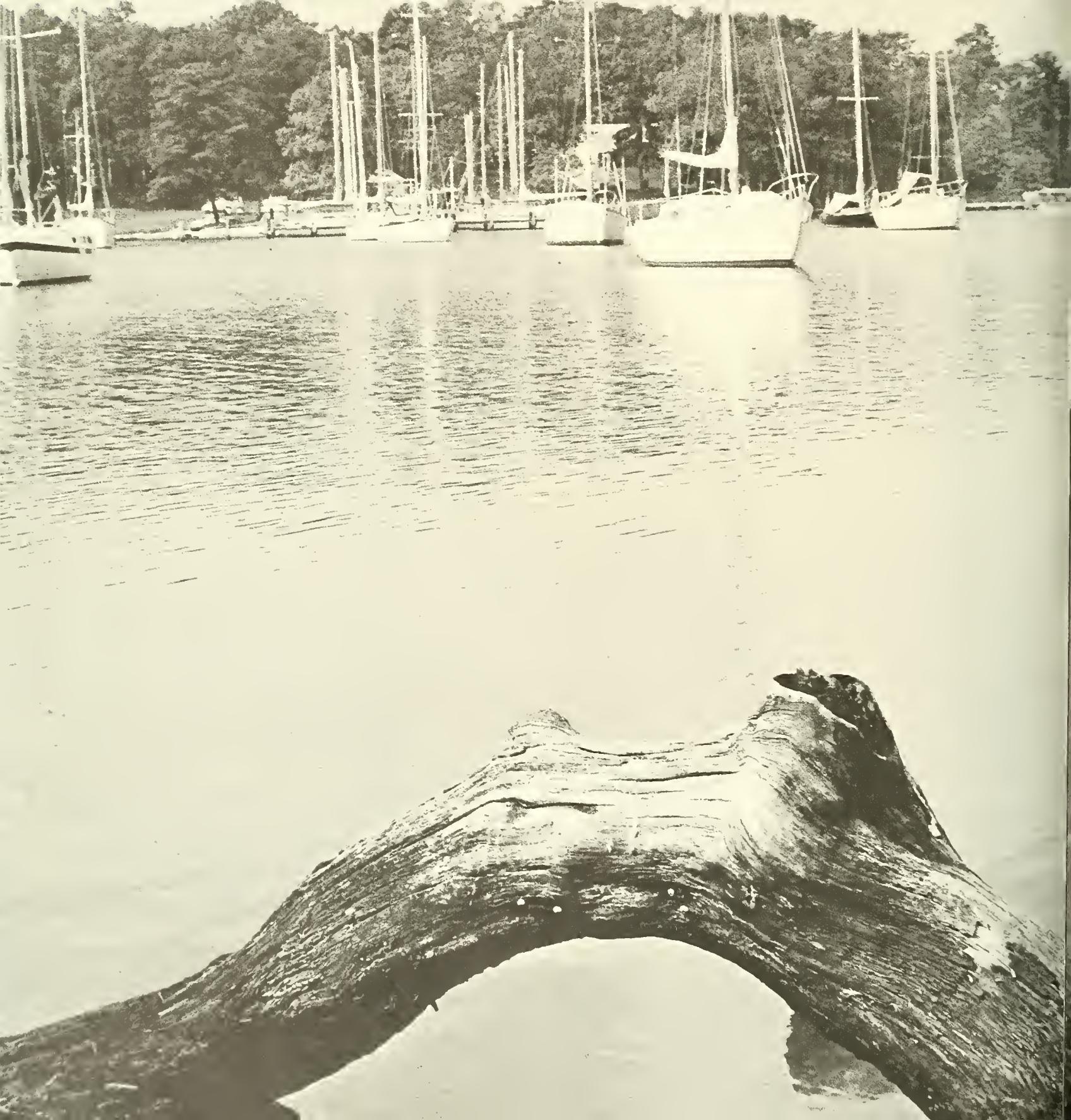

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